

CITY OF BERKELEY
CALIFORNIAFOR FUTURE COUNCIL ACTION

February 5, 1974

To the Honorable Mayor and
Members of the City Council

Subject: STATUS REPORT ON CAMPS

Attached is a report prepared under the direction of the Recreation and Parks Department regarding the City camps.

The report is a lengthy one and there has not been an opportunity to review it and prepare appropriate recommendations for Council's consideration. Such recommendations will be made at the earliest possible date.

The report points out the following factors that will be considered in City Manager's recommendations:

- The Cazadero Camp appears to be financially healthy and should be continued;
- The Echo Lake Camp has been running at a deficit for several years and the proceeds from Tuolumne Camp are being used to support it;
- There is a serious question as to whether Berkeley should continue to support two family camps - i.e. Tuolumne and Echo Lake as we have done in the past.

PAUL H. WILLIAMSON
Acting City Manager

Attachment
(Council only)

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- a comprehensive review

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Berkeley Recreation and Parks
Department
February 1974

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A Word About This Study

This report was prepared after a review of the statistics along with discussions with individuals concerned with the Berkeley Camps in the first six months of 1973. 1972 data and preliminary reservation data for 1973 is included in the analysis. Information on the 1973 camping season can be added to this report as it becomes available. In general, 1973 data seem to confirm the patterns and trends described in this study and to reaffirm the recommendations.

While it is hoped that the entire report will be read, attention is directed to the Conclusions and Recommendations section beginning on page 6. These conclusions are the results of opinions expressed by camp administrators as well as the implications developed from analyzed statistics. Therefore, it is anticipated that different readers may develop their own conclusions with possible divergent views. In this regard, this report can be used to stimulate discussions and public hearings on the future of the Berkeley Camps.

THE BERKELEY CAMPS

Forward

The City of Berkeley Recreation and Parks Department is responsible for the management and operation of two family camps and one youth music camp. The camps are located in three counties, Tuolumne, El Dorado and Sonoma. Their administration is sizable and complex with camp expenditures totaling \$267,807 in 1972.

Staff and community input has raised some valid concerns and questions about the present status and future development of the Berkeley camps. All individuals familiar with the camps have strong personal viewpoints about the camps' operation and future direction. This report is an attempt to gather together these viewpoints, along with an historical review of performance data, to stimulate discussion on the camps. It is hoped that this study will generate ideas about the camps for a variety of readers so that future development of the camps will be of the utmost benefit to the entire city.

The philosophy of the City Council has been that the Berkeley camps are to be self-supporting through the fees charged to campers using the facilities. (Daily rates include food, lodging, recreation programs and physical facilities. These rates are kept at a minimum with all funds being used for operating expenses, repairs and improvements.) Two camps are on land leased from the U.S. Forest Service --- a fact that introduces another set of governmental recreation philosophies. The camps are operated for an eight week summer program with limited availability to groups on a rental basis in other seasons.

Purpose

The purpose of this study is to collect and analyze facts about the three camps in an objective, comprehensive manner so that the process of providing viable solutions and reasonable alternatives to problems, both real and imagined, can be started. This study is not intended to promote any one philosophy or predetermined course of action. It is possible that different readers might reach varying conclusions about the camps' future. The report is designed to bring to light facts about the camps' recent history which might aid discussion, hearings and the planning process.

Background

Family camping in Berkeley dates back to 1921 when the Recreation Commission negotiated with the Forest Service to obtain sites. In 1921 a Commissioner made this foresighted remark:

"In these days of modernization and the stress of city living, it becomes necessary for man to commune with nature and the out-of-doors at every opportunity."

In 1922 camping operations began at Tuolumne and Echo Lake with little more than the land as physical facilities.

During the early days of the "family camping concept", all campers participated in camp chores. A cook was subsequently hired and the women took turns assisting in the serving and dishwashing. The men donated their time building tent platforms. Camper fees during this era were \$1.00 per day plus a registration fee of \$1.00 or \$2.00 per person. This system continued until the late 1930's when campers

desired more service and facilities with less of a working vacation.

The Cazadero site in Sonoma County, through a combination of gift and purchase, is owned by the city. From 1929 until 1957 Cazadero too was run as a family camp. A children's camp was included during part of the summer and eventually a transition was made to a children's camp for the entire summer. In 1957 a one-week music camp for youth was introduced and this has now become the sole summer camping activity since 1964. The reputation of Cazadero and its staff has positioned it among the top ranks of music camps in the nation. In 1972 its average daily attendance was 156 campers.

All three camps presently have indoor dining and cooking, recreation halls, central washrooms, laundries and toilets. Echo Lake and Tuolumne have permanent wooden tent platforms large enough to accommodate a family of four to six members. Cazadero has dormitories of a modern construction that have replaced tent platforms.

The three camps have the same goal of self-support in that operating costs are covered by camper registration fees without the use of tax monies from the Berkeley citizenry. Self-support has also covered modest capital improvements and the central office services and staff. The camps have received some capital funds for the years 1971-72 and 1972-73.

Cazadero (51 acres) is located on Austin Creek, a tributary of the Russian River, approximately 80 miles from the Bay Area in Redwood Country. Austin Creek bisects the camp and is traversed by an attractive suspension bridge. Swimming and canoeing are available when the creek is

dammed for that purpose in the summer. Buildings include: a combination dining hall-kitchen-recreation room, manager's home-office-living quarters, music shell, practice rooms and open air seating, infirmary, boys and girls dormitories, faculty area, some tent platforms and central bathroom facilities. The concept of self-support takes on added dimensions because the efforts of the Cazadero Music Camp Fund, a non-profit California incorporated organization, have raised considerable funds for scholarships and buildings. Many of the modern structures on the Cazadero Master Plan are the results of this Music camp Fund as well as the efforts created by donated labor, materials and grants. 1972 grants paid for junior faculty and camp aide salaries.

Echo Lake Camp (17.6 acres) and Tuolumne (14.2 acres) are run as family camps. The "family camping concept" means that families sleep together on walled platforms with tent tops. Central bathroom and laundry facilities are shared by all families. Three meals a day are served in a common dining hall-kitchen. Both Echo Lake and Tuolumne are currently leased from the U.S. Forest Service.

Echo Lake Camp is located on a ridge overlooking South Lake Tahoe on a prime view site. Echo Lake is a short walk from the campgrounds. Desolation Valley wilderness area in the El Dorado National Forest is closeby. At Echo Lake the main buildings include: a combination dining hall-kitchen, a recreation lodge, office-manager's cabin, and a heated swimming pool. The camp's high elevation near Echo Summit (7,382 feet) means that the nights are cool and the season is relatively short, usually peaking in August. The winters bring high snow levels to the area. In 1972 the camp had an average daily attendance of 109 people. It is customarily open for 60 days a year and has little record of pre or post

season usage.

Tuolumne Camp is a few miles west of Yosemite National Park in Tuolumne County located on the south fork of the Tuolumne River. Main physical features include Beckley Lodge, a combination dining hall-kitchen-open air dance floor, a recreation building, a manager's cabin, an office, restrooms, laundry and showers. Camping is basically similar to Echo Lake with tent platforms and common dining hall. Swimming is in the Tuolumne River which goes through the center of camp. The season at Tuolumne has averaged 66 days over the past two decades. In 1972 attendance averaged 198 people and there has frequently been a good record of pre and post season camping by organizations, spring fishing parties and the California Youth Symphony (now using Cazadero).

The family camps provide an opportunity for a wide variety of recreation in beautiful, natural surroundings. The proximity of Echo Lake Camp to Lake Tahoe and of Tuolumne Camp to Yosemite enhances the attractiveness of each site.

Conclusions and Recommendations

Berkeley is unique in that it operates three camps; most other cities with camping activities maintain only one camp. In addition, the day camp programs run by Berkeley reinforce a strong commitment to outdoor camping as an important and varied form of recreation.

The fact of operating three out-of-county camps brings some strengths, but also problems. There are administrative economies gained by the Vacations Camp Office in serving three camps through hiring of staff, handling reservations more efficiently, offering a variety of camping activities and providing a better centralized control. Since the camps' staffs are temporary employees hired for the summer, for the most part, the job of interviewing and planning camp staffs is aided by a larger operation. The camper, too, receives the benefit of having a choice of campground locations, and the Office can often accommodate campers in a second choice when the first choice is unavailable.

There is a tendency, however, to view the three quite different camping operations as a totality. It is hoped that this report will show how the three operations differ in their history, physical plants, attainment of self-support, and ultimately their future and potential for further development. A first obvious distinction is to separate Cazadero from the two family camp operations. Secondly, the past history of Echo Lake and Tuolumne show quite different performance records despite the similarity of the camping style. It is strongly suggested that readers think of each of these three camps as separate entities, unique in their own ways, rather than viewing and evaluating all of Berkeley's camps as a single operation.

It must be added that the challenge of three camps, while creating some problems, provides many possibilities for varied and innovative recreational programs that are seldom found in other cities.

1) Self-support should be re-evaluated.

Of major importance to all three camps is the issue of self-support. Just how self-supporting are the camps? They can get loans from the city. The city can vote money from the General Fund to cover deficits. Basically the camps grow and are run by the fees paid by campers plus scholarship/campership donations. Hidden behind the picture of self-support is volunteer labor, appeals for special grants, donations of time, materials, services and money which have made such an important impact on the building of Cazadero through the Cazadero Music Camp Fund. Therefore, the camps are not truly self-supporting even though it can be said that Berkeley tax money is used at an absolute minimum.

Another central issue in defining self-support is to break down the areas to be covered by camper fees. Berkeley's historical position is that the fees should cover the entire operation: administration, office staff, capital improvements, maintenance and operation. The area of capital improvements is one that really can not be funded through camper fees without raising them beyond attractiveness. All three camps have had upsurges in attendance (and surpluses) after major capital improvements were introduced, but not to the extent of keeping up three camps. Maintenance is a key area for definition. Other cities use their maintenance crews to open and close camp. Berkeley relies too heavily upon camp staff personnel for this maintenance. Staff personnel is young, usually unskilled and busy enough serving

campers to perform maintenance jobs of major scale. Consequently, there can be potential damage to Berkeley's capital assets if they are not thoroughly maintained by the city.

When the camps are viewed independently, the self-support picture becomes less clear. Cazadero has the ability to raise money without reliance on the city or camper fees to continue its growth --- it has grown in spite of self-support goals. Tuolumne is the only camp that has a good record of attendance that provides the surplus funds from camper fees to cover costs and keep the camp's operation above water. In this respect, Tuolumne has really helped to build the other camps and it is suspected that Tuolumne could perform well under the original definition of self-support. Echo Lake has several years running operated at a deficit and barely breaks even in other years. Only in the two years after Echo Lake's swimming pool did the camp show an indication of a surplus.

The camps are also vulnerable to catastrophes of weather: floods, snows and storms in the off-season that wipe out surpluses that are badly needed to restore old and unsafe buildings. The weather also takes a normal seasonal toll on each campground during the winter and spring runoffs. The effect of weather damage upon a self-support system places a heavy burden on camper fees and a continued pressure to raise them.

2) Refinements are needed in the Campership Program.

In the beginning years of the Campership Program some start-up difficulties have been noted. Most of the problems are identified so that they can be corrected. Listed here are some of the major problems.

Campership families are harder to process both before camp and during their camp stays. The Camps' Office must spend more time with these campers, arranging openings to fit time availabilities, prior briefings, setting up transportation and interviewing and appraising candidates. Many campership families are completely unfamiliar with camping and need to be led every step of the way to take advantage of the opportunity. The Camps' Office is often not sure who will really be going to camp due to last minute substitutions or changes in plans. The concepts of "camping" and "family vacations" are frequently foreign to disadvantaged families and minorities; thus, campership families are more expensive to process than the normal family camper.

Additional care is needed to make their stays at the camp enjoyable. Some campership families have not liked camp and left early. Some reservations are held for camperships that do not show up and thus potential paying campers are sent away. The Camps' Office has had to develop a businesslike routine in handling reservations because the season is so short. Any irregularities interrupt this routine, make the process more costly and cause some morale problems. From one viewpoint, it might be said that the paying family camper in a self-supporting system is contributing some of the support to the non-paying campership family.

While at camp, campership families need special handling. The staff is a tightly organized group with a past tradition of how things have been operated and organized. Part of the staff traditions comes from the fact that people on their vacations are fairly self-reliant and are able to pursue their recreation desires with a minimum of planned ac-

tivities and encouragement. A family on vacation is especially poised to make the most of this time and expense. Many campers are repeat campers and know exactly how they are going to spend their time. This type of camper contrasts dramatically with the campership family new to the camping experience. Campership families require more direction and nurturing to integrate them into camp life.

The mixing of disadvantaged and minority groups with the "old line" campers who have been using Berkeley's family camps for years has been a new experience for some. This becomes a contrast in life styles. Many adults have not attended integrated schools. There have been scattered instances of complaints to the camp managers about behavior or lack of dress. These growing problems are to be expected as part of learning to live with other cultures in a closer environment than many Berkeleyans experience in their neighborhoods. In a camping situation where behavior must be regulated to a degree as to eating, sleeping, noise, washrooms and recreation, any "different" customs affect others. When the camp manager and staff become disciplinarians a major goal of recreation can be lost. Some evidence of camper resentment comes because some campers are paying their own way while others are being subsidized. Certainly the Department has moved in the right direction by using Community Recreation Assistants both in Berkeley and at the camps. However, there is still room for improvement.

In a self-supporting system any major changes that might discourage repeat customers and paying campers would very quickly create an

economic disaster.

Cazadero has had scholarships from the beginning and many of these comments do not apply to youth. Young people who have gone to integrated schools do not carry with them the problems of families and mixing of different life styles. Cazadero has averaged approximately 40 scholarships a season.

3) Expand Cazadero for extended use.

Cazadero offers the greatest potential for immediate improvement and expansion of use by extending its season from April through October. Facilities should be able to accommodate a much larger off-season attendance with multi-use appeal other than the primary youth music camping. (Recent trends suggest that Cazadero is gaining in off-season popularity.) This does not mean that the current operation at Cazadero should be drastically altered except by enlarging the operation. Surpluses over recent years suggest that modern building improvements are paying off in terms of attendance. The master plan for the camp seems to be right on target and little would be needed to make the camp more than just a youth music camp. Here is an excellent opportunity for a joint program with BUSD.

Opportunities for diversification are exciting and can be greatly enhanced by citizen involvement and the Youth Music Fund organization. Some of the directions that might be taken would include: science, ecology and conservation, arts and crafts, manual training, retreat center, fine arts camp, convention center, organization meeting site and others.

In addition to increasing and improving the physical plant, year around maintenance and custodian service would be needed. An off-season skeleton staff would probably require more of the manager's time, parttime cooks, custodians and recreation aides as needed. The year around maintenance would be a good investment to insure the condition of the buildings. Some off-season promotion would be needed to inform the public of new usage: groups, churches, local companies, civic organizations, private clubs, meetings and conventions and schools. Such activity would expand the Camps' Office, perhaps requiring additional personnel. Promotional material and brochures would also need to be developed.

Expanded usage would provide the volume of paid attendance that Cazadero needs to continue maintenance and capital improvements as a self-supporting and growing unit. An expanded facility would allow the existing Youth Music Camp to serve more music campers, to offer more varied activities or even alter its direction, such as going into drama or the fine arts. Therefore, the Youth Music Camp would also benefit by expanding the season and serving more campers.

Cazadero is clearly the top priority because: 1) Berkeley owns the land and doesn't have Forest Service liaison problems or as many problems in master planning, 2) the weather is more favorable for more months than at the two family camps, 3) structures are now in a state of better repair or more recent construction, 4) the nature of the camp and its energetic staff management are enthusiastic about change and growth and have exhibited strong abilities to raise funds, 5) the distance from Berkeley and the Bay Area is closer, and 7) Cazadero has almost three times the acreage as the other sites, with

adequate land for expansion and physical landmarks to separate uses.

The future of Cazadero should still be a "camp" rather than a resort.

What might be contemplated is a camp that could serve many more persons of all ages, perhaps 300 to 400 with adequate facilities to sleep and feed off-season usage in the fall and spring. Typical usage might mean that several Berkeley teachers could bring their classes to Cazadero for long weekends, during vacations or as an alternative to classroom time. The curriculum could be as varied as the imaginations of the users. On another occasion a local civic group might hold an annual outing or meeting. A group of executives might want to study a business problem at a seminar away from their routines. A church might schedule a retreat weekend at the camp.

4) Alternatives should be explored for Echo Lake.

Echo Lake has reached a critical point in its life for future planning decisions. These decisions should involve the public in discussions as well as the Recreation Commission, Department and elected officials. Discussions should cover the gamut from the most drastic of closing and selling the camp, to the most expensive of making the necessary capital improvements to expand its season into the snow season. In between, more practical compromises might be reached. Echo Lake may be in the historical position that Cazadero was before it became a Youth Music Camp and when it too had a record of deficits. Other uses should be explored and their consequent costs versus the alternatives of using that development money at one of the other camps. Finally the Forest Service always plays an important role. It is common knowledge that the Forest Service would rather not have Echo Lake Camp in its present position

on prime land. The Forest Service affects the camp in its control of attendance limits, buildings regulations, master planning, code standards and recreation uses. Changes in the Forest Service can dramatically alter the nature of Echo Lake Camp and directly affect the financial condition of the camp.

Unfortunately, there are probably few substantive changes that can be made in Echo Lake's style of camping that would not require major capital improvement. The buildings are old and of a type of construction that can not withstand the winter snows without continuous repair from year to year.

If it is possible to discover some new use that could generate the attendance needed for self-support, then it is possible to turn the camp's operation around. At this point, it does not seem advisable to be running two highly similar family camps --- Tuolumne at a surplus and Echo Lake at a deficit --- offering the same services and staffs. Definite patterns of operating revenues have been established and it is a time now to reverse the pattern of Echo Lake or eliminate it.

Perhaps the argument might be made that the operating results of the two family camps are not disturbing. Perhaps it is such a desirable goal to have these two camps that the surpluses of one should be used to overcome the deficits of another. But the use of Tuolumne earned surpluses puts an added strain on the self-support concept. At any rate, it is time to air this goal and discuss possible use alternatives.

One alternative might be to drastically cut services, to offer a more

primitive or austere form of camping. (Stockton's camp at Silver Lake with similar weather conditions has solved financial woes by shortening its season to peak times and using less staff, dividing the season to special uses, youth, family, organizations.) Services would have to be cut. Cafeteria style dining could replace table service. Campers could be left to pursue their own recreation. It may be that two identical family camps are not needed and that Echo Lake could take on a different personality and style of camping.

Echo Lake might be run as a different kind of camp for children or with some educational theme, such as a nature study camp. These types of uses should certainly be discussed, but it must be remembered that development money for capital improvements might be better spent at Cazadero or Tuolumne. Here the experience of Oakland might be worth studying when that city sold off one of its camps to San Jose so that it could add an expanded children's camp at its family camp and replace tents with cabins.

5) Tuolumne is the financial backbone of the system and every effort to keep it that way should be made.

The operation of Tuolumne, from the position of attendance and financial health, appears to be sound. Few deficits have occurred and those were small in size over the past twenty years. The total of the deficits in four years could be erased by the surpluses made in any one of nine good years over the past two decades. Therefore, the main concerns could be directed at the master plan and liaison with the Forest Service. Other activities should be centered on keeping things going with special attention to maintenance, rebuilding and replacement. Coordinating efforts with the Forest Service are necessary to give the camp as much

long range planning as the Service will allow. Improvements that might be made should not alter major program or recreation uses now offered.

6) A sinking fund for capital expenditures should be introduced.

The budgets for each camp should have a sinking fund to provide for routine replacement of buildings as a tiny portion of camper fees. Otherwise, replacement causes major fee increases. There is no provision for a sinking fund to replace physical structures that deteriorate due to normal wear and tear or weathering. This fund could also be used to accumulate funds for expansion. (This is a conclusion of the 1969 Summer Camp Feasibility Study and is just as applicable today after four more years of wear.) The large capital improvement of the Echo Lake and Tuolumne sewers in 1972 is a case that was anticipated in the 1960's, but the money was raised through a city loan that has directly affected camper fees after the fact instead of from a fund that might have been accumulated for this purpose prior to the installation. (Unfortunately a new sewer system does nothing to raise attendance or revenues.)

Every four years (last in September 1973) the Real Property Agent of the Finance Department makes an appraisal of the buildings for the purposes of fire insurance. This might be a natural basis for establishing such a replacement fund in liaison with city services.

7) More help is needed from City of Berkeley services without beaurocracy.

The administration of the camps could be better integrated into the city's financial, maintenance, planning and inspection services. The camps operate under a heavy burden of self-support that often rubs up against the city's beaurocratic process. Add to this the fact that the camps are only open for a short season of a few months. However, the city does have the expertese to provide more help and service to the camps administration. In the past it has been more expeditious and economical for a camp manager to do something himself rather than go through the city. Therefore, some efforts have to be made to gain this assistance without raising costs that will in turn increase fees.

City assistance might take the form of routine building inspections and maintenance, opening and closing of camp, custodial services, planning, financial analysis and others. There are some parts of the record keeping system that could be given to data processing. Past attendance records could be stored on tape to aid mail outs, analysis by ZIP code, camper age, stimulation of past campers, etc.

8) There is a vital need for end of calendar year planning to establish camper fees, early budget approval and staff sizes.

One of the easiest recommendations and yet most beneficial to the camps' operation would be to adopt a system of budget approval and to set fees before the end of the calendar year. Camper fees could be established in the fall of the year with budgets set and brochures ready to mail

early in the year with repeat mailings in the spring. (Music Camp brochures and fees are needed before Christmas so that gift giving promotions are a possibility.) This priority and timing are key to the camps' efficient administration. Without fees and a level of spending budgeted before January 1, the camps are in effect operating without a budget for several months. The city must understand the dates and commitments that a camp must meet. The camps are only open for a short time of the year. Seasonal staff has to be hired. Lead time is needed to promote and advertise the camps. Brochures must be mailed early and, if possible, several times. Scholarships and fund raising should be tied to budget and spending levels. Building and repairs need approval and advance planning.

In the past the system has not been as businesslike as it might be. The camps' budget approval system should be separate from that of the Recreation and Parks Department. The office functions of the Camps' Office is closely tied to the Department and probably should not be separated due to the similarities of personnel, hiring and recreation needs. Pay scales and salary reviews are handled differently for camp personnel than other city employees which causes some friction and morale problems. Some people have suggested that these camps located miles from City Hall might be better run by a non-profit organization capable of setting its own systems. These are all symptoms of a procedure that needs to be changed.

8) Policy and decision makers should visit the camps for a firsthand knowledge of their operation and potential.

Since elected officials and department heads can affect the future of

the camps, it is suggested that more visits be made to the camps during the summer, both as observers and campers. How many Berkeley Council members have attended a camp recently? How many city employees are now using the camps? Because the camps are distant and a more difficult city facility for inspection, there is a feeling that some decisions about the camps are based on secondhand knowledge. Policy making votes have had to rely upon presentations, reports and a cross-current of opinions that might be better made from firsthand knowledge.

There now exists a series of reports that are issued annually: Camp Managers' Reports, Camps Annual Report and others. Are these reports useful? Are they being read? Are there better reporting formats? Are Council members analyzing the statistics? Do city departments review the data and analyze the findings? There is a need for more two-way communications to give feedback to the reporters. The reports, however, are sterile ways to become involved in a quite unique asset of Berkeley. It is recommended that more camping trips by the Council and other departments would make their discussions on the important issues that face the camps in the next few years a vital and exciting function.

9) Discussions about the rate of Berkeleyans attending camps should be held and objectives established.

As long as the population of the camps are composed of more non-residents than residents, there will be a feeling that Berkeley is running the camps for non-Berkeleyans. Resident usage rates at a high level show that Berkeleyans want these camps badly. The issue of self-support is again present as the non-resident pays a premium rate. Berkeley now has the lowest resident rate of cities with family camps.

10) Several research needs can help camp administration and planning.

There is a need for research studies in areas that will fill information voids. If the past reservation details are put on data processing cards, studies can be made on repeat camper formats, ZIP codes of residents to see how city-wide attendance patterns are changing, new camper levels, Echo Lake-Tuolumne-Cazadero duplication patterns and other studies. This method would also let direct mail advertising go to select groups easily found, such as former campers, last year campers, etc. The study of Berkeley residents in 1971 could be repeated to note trends and changes in attitudes. Has awareness of the camps increased throughout the city? A study of the attitudes and opinions of scholarship families would help the city evaluate the effectiveness of this program from the most important source, the camper. A more comprehensive survey of city camp administrators would give an annual picture of this unique family camping field. Is it growing? How is it changing? A survey of the campers who have used a Berkeley camp could deal with satisfaction, likes and dislikes, value received, competitive interests and vacations, recreation demands, reaction to camperhip campers, interest in returning, suggestions for improvement and other areas. A demographic analysis of past campers would detail the age and income of campers and the public the camps are serving. Past campers are a key group to study since they offer expert opinions; new camping formats could be checked out with them in advance just as a manufacturer test markets a product before incurring development costs.

11) Greater communication is needed between other cities with family camping operations.

It is suggested that meetings with the administrative staffs of other cities would provide valuable information on camper fees, financial structures, maintenance programs, cost cutting, refund policies, fee setting by age, resident rate goals, Forest Service policies, staff economies, recreation program formats and many others. Berkeley has the most to gain from such a sharing of information. For example, the other family camps seem to be heading in the direction of cabins instead of tent platforms; Berkeley could soon discover that its facilities are outdated. Some camps charge adults a high rate and children

a low rate. Is this policy better for revenue? Some cities have lenient refund policies and other cities strict policies. A mutual information program or newsletter or seminar would help each administration serve its public, the family camper, better. Cooperation might go so far as the sharing of past camper names for brochure mailing or referring a camper to a Berkeley camp when reservations are full for a particular date. Such a program might be possible among youth music camps as well.

12) Advertising and promotion efforts should be expanded and evaluated for effectiveness.

Alternative methods in combination with brochures should be developed. Broadcast media should be explored. All campers making reservations should be asked where they first heard about a Berkeley camp to track sources of information from word of mouth to brochures. Articles on the camps should be created as well as short press releases. Too much is dependent on public relations and the hope that a newspaper reporter will write an article. Photographs and articles should be hand delivered to various newspapers giving them several slants for topical articles.

13) A camp management development program would permit a logical succession of managers.

The camps are very dependent on the personal contributions of individuals who have a longtime association in their development. The city owes these individuals a vote of appreciation for their contributions. However, a well managed administration must look to youth and assistants who will eventually become camp managers. In this manner a camp will not fail if the management should change and there would be an orderly change-over incorporating the strengths of previous managements.

I. ATTENDANCE PATTERNS

- Residents and Non-Residents
- Camper Day Analysis
- Seasonal Patterns
- Length of Stay
- Age of Camper
- Ethnic Group Composition

Residents and Non-Residents

In 1972, 44% of the individual campers at all three Berkeley camps were residents of Berkeley. Over the past ten years this is the highest percentage reached with variation from 27% to 44% and a ten year average of 34%.

% Berkeley Residents

All Berkeley Camps - 1972	44%
Cazadero - 1972	48%
Echo Lake - 1972	57%
Tuolumne - 1972	35%
Average for last ten years	34%

Looking at the camps separately, Cazadero has maintained a high percentage of resident attendance averaging 48% with a small range only varying between 41% and 52% over the past ten years. Echo Lake shows fluctuations from a low of 28% to a high of 57% reached in 1972 with a ten year average of 37%. While there is some variation in the Echo Lake trend, the direction is decidedly toward more Berkeley resident attendance in recent years. Tuolumne has had lower resident rates than the other two camps for each of the last ten years varying between 18% and 39% with a ten year average of 27%.

% Berkeley Residents

	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Total</u>
1972	48%	57%	35%	44%
1971	50	45	22	35
1970	41	36	24	32
1969	51	43	39	43
1968	46	32	21	29
1967	49	33	18	27
1966	47	32	31	34
1965	50	28	25	30
1964	45	32	23	29
1963	52	31	30	34

Other cities with similar camp operations customarily have higher rates of resident usage than Berkeley has. The following data was obtained from a survey of these cities made for this study.

<u>1972 Attendance</u>	<u>% Residents of City</u>
Stockton	68%
San Francisco	76%
Sacramento	85%
Oakland	52%
Concord (children's camp)	65%
San Jose	78%

None of these cities have resident rates below 50% although Oakland's 52% approaches that of Berkeley.

One benefit that accrues to Berkeley from a high non-resident usage is the financial advantage that a non-resident pays a higher fee and therefore is worth more in terms of revenue. Some of the reasons that might explain Berkeley's rates relate to the location of the camps and the nature of Berkeley. The camps are located in national areas of recreation and scenic importance --- they are not just city camps in a parochial sense, but have regional appeal. People in the West have high rates of mobility; they move frequently. Campers may have once lived in Berkeley or had Berkeley ties, but they are now classified as non-residents. Many repeat campers have continued to go to a Berkeley camp throughout several address changes. Some older campers have retired out of Berkeley but still go back to a Berkeley camp. Cazadero has a national reputation and draws from a wider area as this reputation grows, especially with the caliber of music faculty.

The question of whether Berkeley should raise its resident rate is often discussed. The camps promote Berkeley as a recreation innovative city and thus add to Berkeley's reputation and pride as an enlightened community.

Residents are given advance priority in making reservations because non-residents are not processed until after the advance resident registration period closes. This means that resident promotions must stress early reservation and advertising must be early enough to aid resident vacation planning. While resident attendance patterns are gradually increasing, some major efforts would be needed to drastically alter the trend. Is the Berkeley resident rate a good or bad thing? This is a matter for policy decision and then for goal setting at certain rate objectives. As long as there is a heavy burden on the camper fees to make camps self-supporting, certainly the camp managers should be complimented on their recent resident rates, but direction is needed. There is a strong pressure on the managers to make them profitable enterprises based on the self-support principle. Since the rate structure is set up so that a non-resident pays more for the privilege of using a Berkeley camp, it is financially advantageous for a camp to have a higher proportion of non-residents.

Perhaps some flexible objectives could be set as guidelines that would help the resident rate climb over the 50% level. These rates would vary by camp: Cazadero 45% - 65%, Echo Lake 40% - 60% and Tuolumne 30% - 50%.

In terms of individuals served the 1972 season saw 1,969 residents and 2,506 non-residents were served. This amounted to 12,620 camper days* for residents and 16,723 camper days for non-residents.

* A camper day is the measurement of one camper spending one day at camp. Thus, a family of four staying a week represents 28 camper days.

Attendance figures for individual campers show that the camps are serving almost twice as many Berkeleyans as they were a decade ago.

	<u>Number of Berkeley Residents Attending 3 Camps as Individuals</u>
1972	1,969
1971	1,512
1970	1,340
1969	1,504
1968	958
1967	884
1966	1,241
1965	1,081
1964	1,060
1963	1,095

The data by individual camper by camp show that Tuolumne with the greater attendance has served more residents and non-residents than the other camps despite the fact that its percentage of residents is the lowest.

	<u>Number of Berkeley Residents Individual Campers</u>		
	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	458	661	850
1971	466	570	476
1970	515	341	484
1969	466	329	709
1968	252	375	331
1967	234	348	302
1966	255	425	561
1965	272	345	464
1964	239	396	425
1963	30	322	466

Camper Days

A key finding in attendance patterns is that the number of camper days has only gone up 11% in the past decade, but the number of individual campers has risen 41% over the same period. In 1963 the three camps had 3,182 individual campers staying 26,355 camper days with the average

length of stay being 8.3 days. In 1972 the camps served 4,475 individuals for 29,343 camper days and an average length of stay of 6.6 days. These changes in the length of stay will be discussed later.

The measurement of camper days is most appropriate for helping to analyze the gross capacity and gross receipts of the camp. The measurements for individual campers show the social impact of how many people are served. As the historical data show, it is possible to serve more individual people who stay for a shorter time, but it is hard to raise the number of camper days without expanding the camp capacity or the length of the season.

In 1972 the three Berkeley camps had attendance of 29,343 camper days --- this level was only surpassed in the last two decades by 1961. Much of this gain can be traced to the excellent weather and long season. The lowest camper day attendance was seen in 1967.

	<u>Camper Days</u>	<u>% of Total</u>
Cazadero - 1972	8,443	29%
Echo Lake - 1972	6,573	22%
Tuolumne - 1972	14,327	49%
All Berkeley Camps - 1972	29,343	100%

Over the years there has been relatively little growth in the total number of camper days for the three camps. Cazadero has expanded its capacity to hold more campers, but the other camps have been limited in their occupancy rates. This lack of total growth, when matched against the rate of growth of operating expenses, means that it is difficult for the camps to keep up with expenses except through frequent camper fee increases. The data below summarizes the camper day capacity since 1956 and then shows an index which compares the change

in camper days since 1956. It can be seen that the trend is static with little fluctuation and growth. Growth comes from: 1) lengthening the season or 2) larger capacity.

	<u>Camper Days</u>	<u>Index</u> <u>(1956=100)</u>
1972	29,343	107
1971	26,570	97
1970	28,673	105
1969	26,373	96
1968	24,159	88
1967	23,691	86
1966	27,157	99
1965	28,201	103
1964	26,109	95
1963	26,355	96
1962	23,739	87
1961	29,497	108
1960	29,297	107
1959	29,126	106
1959	27,288	100
1958	26,928	98
1956	27,394	100

The above table also reflects the change in Cazadero with a decreased capacity after 1963 because of fewer camper days potential after the camp stopped being a family camp. After Cazadero became established and enlarged in 1969, there was an increase of over 1,000 camper days. A growth of 34% from 1964 to 1972 has resulted. Echo Lake, on the other hand, has experienced a decline in camper days of 17% over the same time period, possibly due to a deterioration of facilities as well as the weather. Tuolumne has a relatively stable trend with peak years because of excellent weather, full attendance and a long season.

The table on the next page shows this camper day history. Hopefully, the 1972 level is a new plateau, but the favorable warm weather in the summer of 1972 and the severe winter of 1973 may mean that 1972 was a

peak caused by weather rather than trend of behavior or any new cause.

	<u>Camper Days History</u>		
	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	8,443	6,573	14,327
1971	7,680	6,531	12,359
1970	9,218	8,117	11,338
1969	7,814	6,115	12,444
1968	6,528	6,452	11,179
1967	5,687	6,453	11,551
1966	6,504	8,392	12,261
1965	6,480	7,965	13,756
1964	6,304	7,932	11,873
1963	7,062	7,760	11,533
1962	5,176	6,753	11,810
1961	8,020	8,637	12,840
1960	9,337	7,562	12,398
1959	8,324	8,254	12,372
1958	7,929	7,463	11,896
1957	6,796	7,975	12,157
1956	8,253	5,858	13,283

Seasonal Patterns

The location and weather at each camp make different seasonal attendance patterns. In comparing the two family camps, it is clear that Tuolumne is more favorably situated for a longer season and thus greater attendance in terms of camper days. This longer season has meant that the California Youth Symphony has been able to use Tuolumne after the regular family camping season. In early September this has meant some 130 - 140 young campers staying for seven days. In 1973 this group switched camps and is now logically using Cazadero for their fall outing.

Another advantage of Tuolumne is that its attendance is more uniformly spread out through the five two-week accounting periods. This means that

there is more efficient use of staff and budget planning. At Echo Lake the attendance peaks at August 15th when the weather is usually warmest. At both camps there are few family campers between June 30 and July 15 despite attempts to encourage attendance by giving discounts. While this first time period is important for opening camp and orienting the new staff with a slow take-off, it may be an inefficient use of staff expenses, especially at Echo Lake. It may be advisable to discuss delaying the opening of the camp by one or two weeks. A five year view of attendance details these seasonal patterns in the table below.

<u>Accounting Period Ending</u>	<u>Seasonal Attendance in Camper Days Five Years (1972 - 1968) % of Total</u>	
	<u>Echo Lake</u>	<u>Tuolumne</u>
June 30	1%	6%
July 15	21	19
July 31	20	20
August 15	31	24
August 31	25	20
Off season	2	11

Base: camper days (33,788=100%) (61,647=100%)

Cazadero's attendance can be evenly spread out over a four session season each lasting 12 days. Off season attendance is growing at Cazadero in recent years.

	<u>Seasonal Attendance in Camper Days Five Years (1972 - 1968) % of Total</u>
	<u>Cazadero</u>
Session I	22%
Session II	23
Session III	21
Session IV	20
Off season	14

Base: camper days (39,683=100%)

Again the level pattern of attendance at Cazadero makes a more efficient use of the staff. The ability of Cazadero to organize their campers into four sessions because of the demand also means that they are in better control of their budget as opposed to trying to make plans and being at the whim of when campers choose to come.

Length of Stay

The average length of visit at the family camps has been declining over the past two decades. While most campers still generally stay about one week on the average, the length of stay has declined from eight days to six days. This decline means that more individual campers can attend the camps even though it may mean more staff work. The increase in camper fees over the same period may mean that families are staying shorter times to balance out the increased costs.

	Average Stay per Camper Camper Days/Individual Campers	
	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	5.68	5.96
1971	5.15	5.85
1970	8.49	5.65
1969	7.91	6.88
1968	5.49	7.07
1967	6.12	6.81
1966	6.36	6.71
1965	6.51	7.53
1964	6.49	6.30
1963	7.38	7.46
1962	7.09	8.06
1961	7.77	8.07
1960	7.33	7.33
1959	7.59	9.49
1958	8.06	8.25
1957	8.01	8.47
1956	7.98	7.90

Fluctuations can be noted due to the weather.

Transient or temporary beds (stays of 3 days or less) and meals, while they contribute a small amount to the total receipts of any camp, have been rising. These "transients" can be viewed as extra sources of income or as a kind of bonus for having the camps located in popular areas, for having attractive facilities and for the willingness of camp managers to serve the general public without reservations for shorter stays. Temporary beds accounted for \$13,569 in 1972 for all three camps. Temporary beds and meals in 1972 contributed 5% to the gross receipts and represent 6% of the camper days. The number of transient beds and meals is rising for all three camps. The rate for this type of camper is higher than for longer stays.

Discussion about transients should consider whether or not to redefine the number of days for this category of camper. Since transients have the privilege of using all the camps' facilities, it may mean that they are a more costly type of camper when they stay for one day rather than for three days. The growth in transients may reflect changes in camping behavior: campers who are traveling, campers who are economizing, campers wanting to vary their campsites, etc.

Age of Camper

Echo Lake and Tuolumne have different adult-child compositions. In 1972 at Echo Lake 40% of the camper days were adults while the comparable figure at Tuolumne was 51%. The younger average at Echo Lake is explained by the fact that this camp has more teenagers (9-16 years).

Three major age groups are served by the family camps, adults, teenagers and children. This diversity of age spread places a challenge upon the camp managers to organize activities suitable for all ages and camping

experience. Young staff members and recreation leaders must be able to cope with a broad range of activities.

<u>Age of Camper</u>	<u>% of Camper Days - 1972 Family Camps</u>
Adults (17 and older)	47%
Teenagers (9 - 16 years)	29
Children (1 - 8 years)	23
Babies (under 1 year)	1

Differences in ages occur again in the Echo Lake/Tuolumne comparison when residents are compared to non-residents. Not only is the average age younger at Echo Lake, but residents are more apt to bring younger age children (1 - 8 years). Tuolumne has more adult age campers. This pattern contributes to the gross receipts because an adult non-resident pays the highest rate. This fact means that the family camps are serving Berkeleyans with young families.

	<u>% Camper Days - 1972 Season</u>					
	<u>Echo Lake</u>			<u>Tuolumne</u>		
	<u>Residents</u>	<u>Non-Residents</u>	<u>Total</u>	<u>Residents</u>	<u>Non-Residents</u>	<u>Total</u>
Adults	38%	44%	40%	44%	55%	51%
Teenagers	33	37	35	26	25	25
Children	28	19	24	29	19	23
Babies	1	0	1	1	1	1

Ethnic Group Composition

Ethnic group has been recorded on reservation blanks since 1971. A summary of this data reveals that minority group attendance at the camps, including all Non-White groups, has risen from 16% in 1971 to 23% in 1972. The following tables illustrate that American Indians and Mexican Americans hardly ever attend the three camps. Black usage has risen from 9% in 1971 to 16% in 1972 while Asian campers are noted at

about 5 - 6%.

Differences between the three camps' ethnic composition are noted between 1971 to 1972. Cazadero had about the same ethnic make-up in 1971 as in 1972. That is, about three out of every four campers at Cazadero are Caucasian with the Non-White group being about evenly split between Asians and Blacks.

Echo Lake Camp shows a doubling of its Black camper population from 1971 to 1972 with corresponding decreases in White campers. In 1972 Black campers accounted for 22% of the camper days, Mexican Americans 3%. This mixture means that the Caucasian proportion declined from 84% to 72% --- a relatively large change in the ethnic make-up of a camp.

Tuolumne experienced like changes although the 1971 level of 92% Caucasians began from a higher plateau. 1972 Caucasian population at Tuolumne was 80%. Black attendance went from 6% to 16% to explain most of the change.

These changes in ethnic composition are initial readings in a trend. Certainly the introduction of the Campership Program explains part of these changes. Will this trend develop further or taper off in the future? How much of the effect will be created by program implementation and how much will occur as a natural socio-economic development?

In discussing the ethnic group compositions with the camp staffs and managers, there were mixed feelings about the program. On one hand, it is viewed as a beginning step in an important human process. On the other hand, some feel that the self-supporting feature of the camps is being altered and the paying camper is subsidizing a non-paying campership. All note the difficulties and complexities of integrating minority groups into the normal camp life. Whether due to cultural background or basic economics, very few ethnic minorities go camping in the United States in National Parks or State Parks.

Some of the complexities of serving campership families involves transportation, little or inadequate equipment, need for orientation and instruction about camp activities, getting minority group campers involved in experiencing and appreciating the scenic attractions of the campgrounds. Putting a campership family into a Berkeley camp is only a beginning step. A camp, like any social situation, takes acclimating, involvement and familiarity to produce maximum benefits. Many of Berkeley's White population have been going to a Berkeley camp for years and they know how to quickly take advantage of the facilities and activities that interest them, both organized and unorganized. New families, White and Non-White, can be somewhat bewildered as they learn the dining hall procedures, when and where to sign up for activities, which activities cost extra money and which are free, where is supervision furnished and where not, when are adults supposed to be in charge of their of children, etc. These and many other aspects of camp life are learned, in part, through experience, by staff instruction, by watching others, by social interaction between campers and the staff and as a matter of direct orientation from a Community Recreation Supervisor.

Cazadero has experienced less change, probably because scholarships began in 1958 and funds were raised immediately through means of a review committee, the music instructors in Berkeley and the work of the Cazadero Music Camp Fund. Emphasis has been on minority groups with teachers submitting names of talented and needy youngsters of every race, creed and color. The fund appeal is widespread and well publicized as part of a special request brochure for funds going either to scholarships, building fund or general fund. Applications for scholarships are widely distributed through the schools and the yearly brochure with publicity appearing in local newspapers. A workshop for jazz musicians and stage band is a curriculum innovation designed to raise the appeal to different ethnic groups.

	1972 Camper Attendance by Ethnic Group (Camper Days)							
	Cazadero		Echo Lake		Tuolumne		TOTAL	
<u>1972 Data</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Caucasians	5,875	75%	5,437	72%	10,853	80%	22,165	77%
Blacks	850	11	1,648	22	2,220	16	4,718	16
Asians	1,054	13	218	3	186	2	1,458	5
Mexican-Americans	78	1	209	3	245	2	532	2
Indians	0	0	17	*	7	*	24	*
<u>-----</u>								
<u>1971 Data</u>								
Caucasians	6,597	73%	5,770	84%	10,535	92%	22,902	84%
Blacks	1,036	11	760	11	639	6	2,435	9
Asians	1,352	15	187	3	173	1	1,712	6
Mexican-Americans	86	1	179	2	82	1	347	1
Indians	13	*	0	0	0	0	13	*

* less than 0.5%

II. Organization, Administration and

Staff Composition

- Background Description
- The Camp Managers
- The Weather
- Ten Year History
- Organization Chart
- Custodians
- Salaries
- Affirmative Action

Background Description

In 1972 the three Berkeley camps were operated by 124 people, excluding Camps Office personnel (Camps Office Manager, clerical and Recreation Department senior personnel). This number is an increase from ten years ago explained mostly by the employment of Workrecreation (Camp Aides), 20 of whom were employed in 1972.

Some background considerations are necessary to the understanding of the camp staff. First, economic gain in terms of salary is usually a secondary concern for most of the staff. Non-salary benefits, including room and board, a job in a scenic location and the fun and comraderie of camp life are all parts of the remuneration for a motivated staff member. (Without appreciation of these non-salary benefits camp life can be drugery for a staff member.) In the case of the Camp Manager position, it is a way of life, a kind of love affair in seeing one's goals take shape by developing a particularly beautiful piece of nature for the recreation and enjoyment of the public. Because of this motivation the camp managers at Cazadero and Tuolumne have devoted many years in long careers in their associations with the camps. Echo Lake Camp has seen a turn-over in the manager position several times.

It is probably safe to say that most camp staff members could earn higher wages at some other job. Camp laborers work at construction jobs which offer higher pay scales elsewhere. The teaching, educational, recreational and artistic skills of staff members seem to mean that the staff is really a bargain for the city in the caliber of personnel for their salary. The attractiveness of a vacation job in these

scenic areas draws many young people of college age as well as experienced teachers. Most of the staff are college age with the exception of the senior management.

A camp staff position offers a young person an introduction to vocational responsibility. The job can be a transition for many from a summer vacation of leisure to an orderly discipline of the employment world. Although to some a camp job may appear to be a vacation, the jobs do have definite responsibility, specific job descriptions, procedures manuals and evaluations. (The Cazadero "Operations and Maintenance Manual" has approximately 200 pages of job description detail, schedules, suggestions for leadership, program details and the results of operating experience gained through the years.) Therefore, a benefit of the camps to the public is its employment potential for young Berkeleyans.

Some of the employment challenges provided might include the fact that the family camp staff serves all ages of campers from small children to teenagers to older persons. This mix of ages, as well as the co-mingling of socio-economic life styles, presents a challenging environment for the staff. Staff members have considerable personal contact with a great variety of campers, personalities and their many camping needs. This contact is especially important from the camper viewpoint because vacation enjoyment and a considerable expense are at stake. The camps provide a different kind of "on the job training", including some of these benefits: work within a budget, scheduling and planning; exposure to different cultural life styles as a service function; an outdoor life in nature removed from an urban environment; the learning of work skills (construction, kit-

chen, recreation skills); meeting, helping and teaching campers; and the effect of teamwork and morale in a working situation. Probably one of the most important benefits is observing leadership and having a taste of leadership at a young age. For some staff members this may mean teaching small groups of children a craft project or taking several families off on a hike or encouraging campers to join in a folksing or the simple enjoyment that a dining hall girl can give by her enthusiasm and friendliness. These are all situations in which a relatively young person has the opportunity to exert some control in their relationship with the campers.

The Camp Managers

One of the most striking features of the Berkeley camp system is the devotion and enthusiasm of the Camp Managers. While these three men are of different ages and backgrounds, have different interests and tastes, there are some similarities worth mentioning. Their entire families are actively involved in the camps and camp life and have even been staff members. They all display a deep respect and love for their particular campground and its natural beauty. While their experience as managers varies from 50 years to a few years, there is no question that these men (and their families) are devoting an important part of their life and vacation time to the camps, the land and scenery, the buildings and equipment, the efficiency of operations, the development of staff, the satisfaction of campers, and the potential for improvement.

The camp managers have some basic similarities in their personalities

and skills. They have usually been teachers --- this gives them the opportunity to devote fulltime attention in the summer and minor attention at other times during the year. Teachers also relate well to people, especially young people. Camp Managers are resourceful. They have to make do with oftentimes inadequate equipment or worn out facilities. They know how to procure supplies and parts by getting a donation rather than using the time and expense of city procedures. They are not disrespectful of city procedures as such, but their camps are distant from city hall, open only a short time and things must be done quickly and cheaply within the self-support system. The skills of an army supply sergeant are an appropriate character trait. Camp Managers are construction oriented in their knowledge of building and design. While this may not be their primary profession, Camp Managers do spend much time in designing, building, repairing, remodeling and making serviceable the buildings and tent platforms in their camps. These skills also extend into the areas of maintenance, plumbing and electricity. It is suspected that this skill is part intuition, experience, and training, too, but no matter how gained, it is a key ingredient to running the camp and its successful survival.

Being teachers also means that the managers like to work with people, young and old. This has obvious advantages in the training of the young people on their staffs and in the enthusiasm that the staff then passes on to the campers. This means that a manager who is only a good construction superintendent can not excel on this skill alone --- it requires a variety of talents. It is one thing to run the camp in the summer and another to do the off-season chores of hiring staff, writing manager's reports, working out budgets, re-

cruiting work parties, advertise and promote the camps to build attendance and to adapt to the different philosophies of Berkeley's direction.

The Weather

Weather is such an important part of the camp life that it must be described in more detail to give an accurate picture of the forces that affect the camps. Each camp has a different location in a different county with different weather conditions. Cazadero, on Austin Creek near the Russian River, looks quite placid and hot in the summer, but heavy rainfall can bring flooding and destruction. (Cazadero's average rainfall is over 65 inches a year compared to Berkeley's 23 inches.) There can even be some damage caused by falling branches and debree because of its location in prime Redwood country.

Echo Lake has the most severe weather being buried by snow that can crush buildings, bend steel fences and break tent frames and solid wood planks. Of course mud and water running off as the snow melts cause some more damage. Tuolumne has less snow but the rain and the fact that the camp is a "creek bottom" camp can result in some flood and water damage.

The beauty of these areas was created by dynamic natural forces and these forces still operate to influence the camps and to dictate how the camp staff must use their time. Time, attention and the capital surplus funds are often dependent on the weather in the winter. Then, in the summer, attendance is related to the weather.

A long hot summer usually means good attendance at all camps. There has been an adverse effect on attendance when the heat and dryness have caused forest fires. Echo Lake, with its shorter season, can have the financial successes of its year destroyed by an early cold August. The weather also affects the construction of the buildings. Especially at Echo Lake where much time is spent repairing the effect of the snow's weight on the roofs. Money spend on constantly servicing winter damaged structures means a continuous pressure to build something that is strong enough to resist the weather so that time and money are not wasted in the repairing of structures that can not be patched forever.

Administrative Timetable

The administration of the camps under Berkeley's city government puts some stress on the job of running the camps. Ideally rate review and camper fees should come early, even before Christmas. Early fee schedules help campers plan vacations and give more residents a chance to take advantage of their preferred reservation status. Council delays in setting camper fees slow up the advance planning and promotion efforts. Without knowing the camper fees, budgets can not be estimated and the managers must rely on using last year's spending levels without a more accurate budget tool. Camping does not generate a captive audience --- campers weigh the benefits of Berkeley's Family Camps against a wide variety of possible vacations and other camping alternatives including using another city's camp or sending children away to a camp.

An additional area of friction is the time of budget approval for the camps and of establishing a budegst for operation. The Berkeley camps are scheduled to open on specific dates. Any budget delay means a lack of decision on planning, project commitments, hiring and staff

sizes and other benefits of good advance planning. Realistically a calendar year budget approval system would make the most effective use of administrative guidance and planning help.

Facts about the Staff over the Past Ten Years

Almost all of the staff is hired from the immediate San Francisco Bay Area; the majority has strong Berkeley ties. The number of Berkeley addresses on the staff rosters usually varies around 50% for the past ten years. It is guessed that this percentage is much higher if one includes former residents, staffers attending college with a non-Berkeley address and other Berkeley ties. However, the employment opportunity at a Berkeley camp is one of Berkeley's advantages and residence of the staff might be set by city policy to meet higher objectives so that more Berkeleyans receive this income.

The appearance of Cazadero's staff organization differs from the two family camps because of the needs for a music faculty and junior faculty as well as for counselors and counselors-in-training. When these special jobs are eliminated, the organization chart looks much like a family camp. Echo Lake had 30 staff members in 1972 while Tuolumne had 42 to serve its greater number of campers. (Included are volunteers and Workreation Camp Aides.)

The following organization chart shows the structure and number of personnel in 1972 with their assigned titles divided roughly by function. Responsibilities often cross lines as needs arise, a utility worker acts as life guard, a kitchen helper gives a nature study hike, etc.

History of Camps Staff Size

	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Total</u>
1972	51	30	42	124
1971	51	33	35	119
1970	61	24	37	122
1969	59	NA	34	NA
1968	NA	25	37	NA
1967	60	28	37	125
1966	NA	25	43	NA
1965	52	24	32	108
1964	NA	23	NA	NA
1963	43	21	36	100

Percent with Berkeley
residence in ten year
period

46%	51%	44%	46%
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Notes

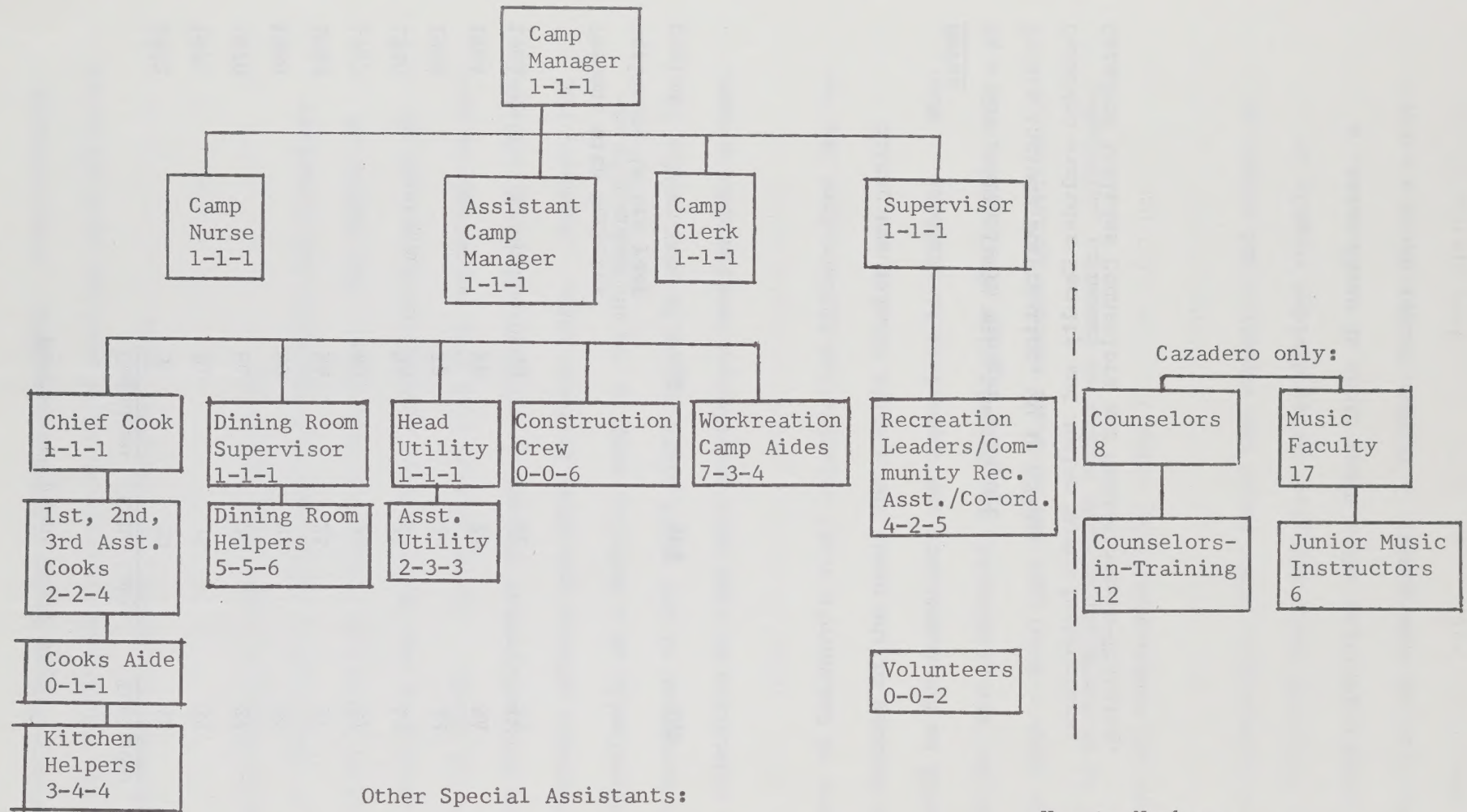
NA = not available in Manager's Report

Totals include Workreation, 20 in 1972.

Cazadero excludes Faculty and Junior Music Instructors.

Cazadero includes counselors and Counselors-in-Training.

Berkeley Camps Organization Chart - 1972



Other Special Assistants:

Tradesman, Camp Handyman

Key to Numbers
1972 staff size
Cazadero-Echo Lake-Tuolumne

Custodians

Berkeley might want to consider a year-round camp custodian that would keep the camps in better condition during off season. In theory such a job would free the staff from repair work during the camping season and eliminate the needs for some repairs as a custodian could check out problems before they become more serious. With the exception of Stockton's camp, the other five similar city camps surveyed do have a custodian for most of the year who is usually provided with living quarters at the camp. Custodian salaries vary with duties from "watchman service" to skilled craftsman maintenance. Oakland, for example, pays a custodian \$796 a month with living quarters to perform maintenance the year around such as construction repairs, plumbing, electrical, automotive, painting, machinery repairs and service for off season campers. San Francisco pays \$1,129 a month for a similar type of service and this custodian also provides the important job of preventing snow damage to buildings.

Salaries

Salary increases have been administered as a separate policy for camp personnel as opposed to other Berkeley employees. This creates a source of morale problems because camp office personnel work closely with other city workers and are paid differently, reviewed differently or grow at slower rates. Personnel policies of San Francisco, Oakland and San Jose are to give cost of living raises to camp personnel just as they do for other city employees.

Berkeley Camps Salary Schedule

	Daily rates and step increases			
Camp Manager	\$26.25	\$28.40	\$30.70	\$33.10
Asst. Camp Manager	18.90	20.60	22.35	24.25
Chief Cook		25.20	26.45	27.80
1st Asst. Cook			21.00	22.05
2nd Asst. Cook			16.80	17.60
Cooks Aide			10.00	10.50
Kitchen Helper			7.85	8.25
Dining Room Supervisor		8.40	9.60	11.00
Dining Room Helper			7.35	7.70
Camp Utility	16.80	18.40	20.15	22.05
Asst. Camp Utility			8.40	9.45
Camp Nurse			8.40	9.45
Camp Clerk		9.45	10.50	11.55
Camp Supervisor			13.65	14.30
Camp Recreation Leader		9.45	10.50	11.55
Camp Counselor		8.40	9.10	9.90
Camp Aide			6.20	7.05
Recreation Coordinator	18.90-23.10			

Special Assistants at hourly rates:

Tradesman	4.20	4.70	5.25
Music Instructor	2.90		
Junior Music Instructor	1.60		
Camp Handyman	2.60		

Plus room and board

Central Office Administration \$32,000

Affirmative Action (Staff Composition)

In 1972 the camp staff in total for the three camps was composed of 63% Caucasians, 25% Blacks, 11% Asians and 2% Mexican Americans. Compared with the ethnic composition of campers, the staff has a greater proportion of Non-White groups. The trend in staff composition from 1971 to 1972 shows a decline in Caucasian staff members from 73% to 63%.

An examination of staff applicants' ethnic group compared with staff actually hired shows that minority groups and Berkeley residents are given a priority or have a better chance of being hired. In 1972 86% of the staff applicants were Caucasians, 9% Blacks, 4% Asians and 1% Mexican-Americans. Usually there are more non-resident applications for hiring than for residents, but ultimately about one-half of the hired staff are residents of Berkeley.

The following table illustrates how each camp has changed in ethnic staff composition from 1971 to 1972 with the exception of Echo Lake which remained unchanged starting from the most integrated position in 1971.

1972 Staff Composition by Ethnic Group

<u>1972</u>	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Total</u>
Caucasians	65%	64%	61%	63%
Blacks	21	27	28	25
Asians	12	9	11	11
Mexican-Americans	2	0	0	1
<u>1971</u>				
Caucasians	80%	65%	70%	73%
Blacks	16	26	22	20
Asians	3	3	5	4
Mexican-Americans	1	6	3	3

III. Activities

- . Existing Activities
- . New Program Potential

Recreational Activities (Organized and Unorganized)

The two family camps offer many recreational program. Some activities are well organized programs supervised by trained staff members. Other activities are more informal and may require the initiative of the camper for the pursuit of those recreations that interest them. The degree of experience of the camper may mean that some campers need staff leadership while others do not for the same activities. Then there is another group of activities that might be called "neighboring attractions" because the camps are situated in major national recreation areas. This latter category is available only at the campers' expense, transportation and personal volition.

The listing that follows summarizes the activities available at the camps. Some activities can be both organized and unorganized. That is, campers can take a staff planned and led hike or they can go off on their own. The degree of unorganized activity provides a great deal of freedom of choice for the campers while, at the same time, there is staff guidance for those who want or need this recreational structure.

Activities at Cazadero must be more structured because of the age of the camper, junior and senior high school students. In addition to the normal camp staff and recreation leaders, the Counselors and music faculties and personnel provide the camp with sources of music and recreation leadership. Thus the activities at Cazadero are more supervised with enough personnel to give the counsel, guidance and instruction necessary.

An analysis of the activities and programs offered by family camps operated by nearby cities shows little overall difference.

Activities Available at Echo Lake and Tuolumne

<u>Supervised and Organized Activities</u>	<u>Individual Choice or Unorganized Activities</u>	<u>Neighboring Attractions Available at Camper's Expense and Volition</u>
Swimming (life guard on duty)	Free swimming	Boat rides on Echo Lake
Swimming lessons	Hiking	Golf courses near each camp
Hiking	Arts and crafts	Horseback riding nearby
Arts and crafts	Games (informally arranged)	Trips to scenic areas of Yosemite and Tahoe
Games (ping pong, volleyball, basketball, badminton, archery)	Fishing	Nevada nightlife
Nature walks	Sunbathing	
Special nights (Afro Night, Hawaiian Luau, Pajama Breakfast, Amateur Hour, Staff Camp Show, Sing-a-longs, Round and square dancing, Folk sings and folk dances, Church, etc.)	Relaxing	
Overnight and breakfast hikes	Family reunions	
Campfire programs	Friends schedule same dates for a joint vacation	

Activities Available at Cazadero (mostly all organized)

Swimming	Sports competition with outside groups
Water Carnival	Campfire programs
Canoeing	Camp band, orchestra, choir
Row boating	Concerts by campers, guest artists, faculty and staff
Beach outing/picnic	Rehearsals by instrument (ensembles, group lessons, private lessons, theory, concert appearances)
Sports and games (volleyball, archery, ping pong, softball, badminton, basketball, etc.)	
Informal concerts, shows, programs	
Dances (folk and social)	
Movies	

New Program Potential

Several possibilities exist for expanding the current program or for altering the emphasis. Most of these potential programs would require some capital improvements, an increased budget, greater city commitment, more planning and citizen involvement and usually an increased staff. They are raised here, not as recommendations, but as ideas to stimulate discussions and public hearings.

School Use

Several school districts in California have ongoing programs that take school children out of the classrooms for a week or long week-end to attend a camp. This possibility has been discussed and is being thoroughly investigated in conjunction with BUSD. Currently there are some BUSD classes that have used the camps in the off season through the initiative of the teacher in an informal program. The California Youth Symphony has used Tuolumne, and more recently Cazadero, for their early Septemeber outings.

Cazadero with its facilities for housing youth would seem to be the most logical choice of the three camps, but all three camps are suitable at certain times and have had groups of young people in attendance. Cazadero's Camp Manager, Robert Lutt, has proposed a program in which every sixth grade music student in Berkeley would have the opportunity of going to Cazadero as part of an enlightening music program. In addition, Mr. Lutt has worked out proposals that would develop a co-operative effort between The School of Creative Arts at San Francisco State College and Cazadero Music Camp. Such programs have been the topics of discussion for several years, but there seems to be the lack of city-led initiative to make them a reality.

Programs which are directed at school age children have the important advantage of being attractive to foundations for grant fund raising. The experience of the Cazadero Youth Music Fund bears this out. The advantage to the City of Berkeley comes from not only an attractive educational program but also from increasing the facilities and use of the camps.

Given the existing conditions of the camps, Cazadero would be the closest to being ready to undertake such programs. The structures, especially dormitory facilities for teenagers, are in fairly new or good condition with the need for less capital development. The location and weather are also more suitable. Tuolumne, however, could be developed to expand its summer season two or three months into the early fall or late spring using existing facilities or enlarging the sleeping space to give more than tent quarters. Trips to Yosemite could be combined with Tuolumne tours. Echo Lake Camp would require major changes to accommodate an extended use program. Even fall use at Echo Lake would need capital improvements for building programs. However, the snow areas around Echo Lake are attractions to a number of people when the facilities are properly designed and built.

Small Groups (Conferences, Meetings and Conventions)

The camps have the potential to be frequently used as sites for organizations or groups to hold meetings, conferences and conventions. The natural setting and removal from a working urban environment could give the camps an extended use program. The three camps are idle assets for much of the year --- herein lies the central focus of their potential.

Corporate groups might desire more glamorous surroundings than can be furnished by a Berkeley camp, but some firms might prefer to have their executives removed from the temptations of city night life to meet in the quiet surroundings of a natural setting. Churches would enjoy the different, reverant environment for worship or retreats in a natural setting. The usage potential is not limited except in the size of operation and type of activity/facilities needed. It is hard to see how an expanded operation could fail to accommodate most any group.

In the past many groups have used the camps and found them satisfactory. At this time there is no strong promotion for this type of use and the facilities are available when the user demonstrates the initiative and can finance a temporary staff, hired for that specific use occasion. In 1973 there has been noted an increase in Cazadero's off season usage, without major promotions or increased

manpower to manage the off season traffic. Apparently Cazadero's popularity is due, in part, to the condition of the facilities.

In 1969 a Summer Camp Feasibility Study was prepared to analyze the costs of a major expansion at all three camps for extending each camp's use. This proposal seems overly ambitious and questions were raised by the Finance Department. This proposal included A Frames at Echo Lake and Cazadero and a major Echo Lake building to serve as a dining hall/recreation center and dormitory. It would seem more practical to begin such an expansion program on a more modest scale by beginning with Cazadero, gaining experience and building demand before an all-out three camp expansion is contemplated. (The 1969 proposal needed to raise \$360,000 for the capital improvements and loan without staff costs or operating expenses.)

It has been pointed out that such centers as Asilomar are filled and reserved years in advance. However, a campground meeting center may not have the appeal to keep it fully occupied at all available times. This would suggest a more cautious approach so that if an extended use program failed, or ran into problems such as an energy crisis, the city would have the fallback position of having created an enlarged and superior summer campground for increased revenues and limited off season usage.

Altering Existing Camp Format

The current mixture of two family camps and a youth music camp is just one combination of using the facilities. This is probably a sound mixture for two of the camps. Oakland has found that they could sell one of their camps to San Jose in order to build some cabins at Feather River Camp and operate a family camp with a children's camp across a road and thus gain an economy of operating expense. Concord operates both a children's and a family camp concurrently. Stockton has divided the camping season into different use segments for family camping, youth band and organizational use. With only one camp and a short season much like Echo Lake's, Stockton feels that they can keep their staff needs fluctuating in proportion to the attendance demands and camper traffic.

With the exception of developing Cazadero, Berkeley has done little experimenting with the camp format and mixture. Family camping has usually been the emphasis since Berkeley pioneered the concept in the 1920's and proceeded to try to operate three family camps. The growth of camping and the more primitive backpacking may signal some limits to the attractiveness of the family camping concept with full staffs and many services. With the exception of the youth music concept and a science camp in conjunction with a college, there have been few discussions of how to raise attendance, cut costs or serve different publics by altering the camp format.

First, other forms of camping might be explored: vehicle camping, wilderness or primitive camping, children's camping, group camping, child and adult educational camps, sports camps, special interest camps (dance, arts and crafts, drama and others), and nature camps. If such changes could be entertained for Echo Lake, then a large problem would be solved. Cazadero has developed its reputation on a somewhat limited scale, youth music education, which has enabled a fine facility to be built for Berkeley. With youth music as a foundation how easy it would be to add on fine arts, handicrafts, nature studies or whatever areas would have a broad appeal. Certainly the Recreation Department's experience with arts and crafts would fit into this expansion.

The science camp that was tried in the mid-1950's at Cazadero did not have much time to get underway. Perhaps this is an idea that is now of age. The Lawrence Hall of Science generates a lot of community interest in their programs for both youth and adults. If science is not appealing, perhaps nature study and ecology could generate the interest needed to expand facilities.

Alternatives for future development take four paths. 1) Continue operations as they now exist and hope that an upsurge in attendance will provide capital expansion funds at the family camps. 2) Expand operations and facilities to increase non-summer usage at one or more camps, logically beginning at Cazadero. 3) Explore the potential of expanding or altering the format and camp theme at one or more camps with an immediate need to do this at Echo Lake but possibilities for this at all camps. 4) Sell or lease one or more camps to an organization

who might develop the assets with capital infusion that would ultimately serve Berkeley better without giving Berkeley the problems of operation.

IV. Camp Information Program

- . Advertising and Promotion
- . 1973 Registration Analysis

Advertising and Promotion

Creating awareness of the camps and promoting their use for each new season takes several forms. The chief method of informing the public is the use of brochures, one for Cazadero and one that combines Echo Lake and Tuolumne. In 1973 a new brochure uses color photographs and a rate card with reservation information that can be inserted later. Thus, the brochures are suitable for several years even with a camper fee change. Each year brochures are sent to former campers, distributed to Berkeley school children and sent to anyone who requests information about the camps. All Berkeley recreation centers and the public libraries have brochures and camp information.

In addition to the brochure, a one page mailer is sent along with garbage collection notices to Berkeley residents for a postage free savings. Frequently a mimeographed letter from the camp manager can be enclosed in the brochure encouraging early reservations and stimulating interest among former campers.

These mailed pieces comprise most of the formal promotion efforts. Other efforts are seen in the distribution of press release information to a wide variety of local news media. The effectiveness of this form of public relations is hard to measure and it is often unknown whether or not a press release is used. Articles appearing in the Berkeley Gazette have featured the camps in several lengthy stories of general interest and about topical issues. In 1972 Cazadero was able to place some radio spot commercials on KSFO as a public service courtesy.

In addition to these efforts, the camp managers are able to stimulate interest by contacting former campers, by holding public meetings and open houses and by talking before groups. This activity is dependent on the manager's time, initiative and personal style --- while promotion is in the manager's job description, it varies between managers in volume. Cazadero has held Christmas reunions, scholarship drives and even distributed a newsletter, Cazadero Music Camp News, to serve as off season reminders.

Finally the Camps Vacation Office is available with its personnel on a year-around basis for answering questions. Located with the Department of Recreation and Parks, the physical presence of the office, its personnel, posters and the like tend to form another kind of public relations effort. In this regard the day camping activities at Tilden also help to bring attention to the other Berkeley camps.

Compared with the efforts of other city camps, Berkeley certainly has one of the better brochures. A few brochures are not in color or have no pictures and some are not printed well. All cities realize the need for a brochure. San Francisco was able to use color television commercials in the summer of 1973.

The art and graphic work for Cazadero is particularly well done with professional design services donated for logotypes, letterheads, etc. Cazadero photographs have been featured as attractive postcards and on the cover of "The Instrumentalist" March 1972, a publication issue devoted specially to summer music camps. There is little doubt that Cazadero has created a good public image through their efforts, witness the number of Cazadero sweatshirts that can be seen away from the camp.

In summary, the advertising and promotion is adequate considering it is essentially a public relations program using direct mail and word of mouth. Probably the strongest inducement to attend a Berkeley camp is that given by campers talking to their friends. While word of mouth can not be measured, many campers say that they learned about Berkeley's camp from talking with a camper.

Even though accurate records of former campers are kept and addresses are machined processed, the brochure may get too much weight as the primary advertising vehicle. Brochures play an important part, but they are not very effective for stimulating immediate action. The television commercial produced for San Francisco's Camp Mather must have generated many phone calls especially if the content can refer to free reservation space. Experiments might be made with several

repeat mailings. Perhaps Berkeley could obtain the mailing lists of other city camps on a shared basis. For the dollars spent the brochure is excellent. The next level of advertising expenditures would be spent on radio or television commercials or for newspaper ads --- forms that would have to be donated or else prove that the increased attendance justified the expense. Experiments with public service announcements such as Cable TV programs, educational television, local AM and FM radio and other media might be considered to widen the appeal of the camps.

A 1971 survey of Berkeley residents found that a little more than one-half of the city was aware of the camps, but that there were actually few residents who felt they "knew a lot" about the camps unless they had attended one. This fact, coupled with the finding that two out of three Berkeleyans say they "know little or nothing about the camps" would indicate that a greater effort is necessary in terms of dollars spent and media mix.. First, awareness of the camps needs to be stressed. Then, specific ideas about the camps and their programs will start the process of convincing people to consider this vacation alternative.

One of the problems of increasing a demand for the camps is that the camps are normally operating a full schedule with the exception of Echo Lake and in the early months at the family camp. Therefore, little pressure is developed to increase the demand to the point of turning people down, even though this may seem healthy from a financial viewpoint.

The aforementioned study pointed out that 42% of Berkeley residents were not aware, or not sure whether or not the City of Berkeley operated summer camps. (Awareness levels have probably grown because a higher percentage of residents is now using the camps.) Even if the number of spaces at the camps is finite, an advertising campaign can still change the resident versus non-resident composition.

There would seem to be a need for more off season promotion materials. Currently little is available except for a rate sheet. Perhaps a brochure should be developed that could be sent out to various likely organizations, churches and schools. A greater demand for off season use would be an indicator of how the camps might be profitably expanded.

Marketing programs should be considered to help fill the camps at slack periods and during the off season. At this time there is a 10% discount for reservations prior to July 15 and a saving for four or more days. Other merchandizing methods might be considered: discounts for clubs or organizations bringing over a certain number of campers, discounts for first time campers, multiple family groups, senior citizens, early reservations, and others. Analysis should be made of the type of camper that Berkeley can serve most economically and these campers should then be approached with a stronger emphasis. For example, it might be discovered that families without children or single people are easier to feed and to plan recreation for and so might ~~serve~~ deserve a discount. It might be possible to promote Echo Lake as a base camp for wilderness campers going into Desolation Valley or as a training camp for backpackers since these campers want to prepare their own food and need a minimum of staff assistance. Local merchants, civic groups or the Chamber of Commerce could be appealed to for building drives and then given off season discounts. Public donations might include a discount privilege card for the membership price. These are all random ideas that might stimulate a "merchandizing plan" for the camps. In this regard the nature and energy of Cazadero's staff seems to be ahead of the family camps.

1973 Reservations

One measure of the effectiveness of the information program is the fact that new campers are attending the family camps at an encouraging high level. Examining the 1973 reservations through May 31st, shows that approximately 36% of the family reservations for Echo Lake and Tuolumne are first time campers at a Berkeley camp. This is a good indication that the public is learning about the camps from the promotion efforts now being used, for here is evidence that the attendance is a changing public and not static with repeat campers.

At the same time, the 1973 reservations also indicate a high level of satisfaction with the camps in that some 64% of the families have been previously. As the table below indicates, some families have been so satisfied that they have attended a family camp many times. (In fact, one family planning a 1973 visit has been to Tuolumne virtually every year since 1945.)

1973 Reservations Through May 31

First visit to Berkeley family camp	36%
Second visit	23
Third visit	11
Fourth visit	8
Fifth or more visit	22

In addition to the 36% of the families who will be experiencing their first Berkeley family camp, there is another 5% who have been to one camp and will be trying the other camp in 1973.

The pattern of repeat camping shows that 1973 reservations were made more frequently by people who have been to Tuolumne than by people who have been to Echo Lake. In fact, 45% of the families with 1973 reservations have only been to Tuolumne while 4% have only been to Echo Lake.

The analysis of early reservations and their ZIP codes for 1973 indicate that Berkeley residents will comprise at least 36% of the families attending the two family camps. (This figure does not include campership families.) The second major grouping of addresses comes from non-residents living in other East Bay cities who comprise 25% of the reservations with Oakland at 7%. Families from Southern California account for 18%. In overview, three out of four campers in 1973 will reside in the greater Bay Area. It is rare for out of state families to make reservations, only 3 out of 302 families. It should be remembered that this data is family data by household and does not reflect the number of individuals using the camps.

Analysis of 1973 Family Camp Reservations
Through June 7 by ZIP Code

<u>Berkeley</u>	<u>36%</u>	<u>San Francisco &</u>	<u>Southern</u>	
94702	3%	<u>Peninsula</u>	<u>California</u>	18%
94703	3	San Francisco	Long Beach	4%
94704	1	Redwood City	Palos Verdes	2
94705	5	Palo Alto	Los Angeles	1
94706	1	Sunnyvale	Lakewood	1
94707	11	Los Altos	Beverly Hills	1
94708	8	Millbrae	Van Nuys	1
94709	4	Mountain View	San Diego	1
94710	*	San Carlos	Huntington	1
			Santa Ana	1
			Anaheim	1
<u>East Bay Cities</u>	<u>25%</u>	<u>San Jose Area</u>	<u>Westminster</u>	<u>1</u>
Oakland	7%	San Jose	Others	5
El Cerrito	3	Cupertino		
Lafayette	3	Los Gatos		
Concord	2	Santa Cruz	<u>Northern/Central</u>	
Pleasanton	2	Aptos	<u>California</u>	6%
Orinda	1	Campbell	Salinas	2%
San Leandro	1	Milpitas	Sacramento	1
Alameda	1	Santa Clara	Fresno	1
Walnut Creek	1	Suquel	Others	2
Danville	1			
Richmond	1	<u>Marin County</u>	<u>Outside</u>	
Fremont	*	San Rafael	<u>California</u>	1%
Hayward	*	Novato	Oregon	*
Rheem Valley	*	Corte Madera	Colorado	*
San Ramon	*	Mill Valley	Texas	*

* less than 0.5%

V. Financial Analysis

- . Camper Fee Structure
- . Gross Receipts
- . Operating Expenses
- . Surpluses and Deficits
- . Capital Improvements

Camper Fee Structure

The fees or rates that campers pay at a Berkeley family camp have been changed 11 times in the past twenty years. Echo Lake and Tuolumne have always had the same rates. (This raises the question of whether or not different rates should be charged for each camp and how a separate rate structure might control attendance. If the demand for one camp is high, the rates could be raised to stimulate attendance at the other camp with lower rates there.)

The fees charged to campers are based upon two factors: 1) resident status, and 2) camper age. Rates for non-residents are higher; younger campers pay less. The justification for charging less for children and teenagers appears to be fair on the surface if one considers that teenagers and children may eat less. However, these younger campers probably put more demands on the staff and require a larger staff to serve them. The rate structure of other city camps has similar age and non-resident discriminants as it appears to be an accepted practice based on mutual consent and tradition.

In 1968 the structure was altered when four classes of children's rates were simplified to two classes, 9 - 16 years and 1 - 8 years. Babies under 1 year are not charged.

Throughout the 1950's and until 1966 rate increases were very modest in size, possibly being increased an arbitrary amount of 25 or 50 cents. After 1969 the two rate changes jumped at a higher percentage growth reflecting capital improvements or deficits to be made up. The rate of growth for resident and non-resident rates is about the same. A history of the rate structure back until 1952 is found on the following page. (Indices for changes by year are computed for adult rates and can be used to state such facts as the resident camper fees have increased by 145% since 1952.)

History of Camper Rates - Echo Lake and Tuolumne

<u>Resident Rates</u>	<u>1973</u>	<u>1972- 1970</u>	<u>1969- 1968</u>		<u>1967</u>	<u>1966- 1965</u>	<u>1964</u>	<u>1963- 1962</u>	<u>1961</u>	<u>1960- 1959</u>	<u>1958- 1957</u>	<u>1956- 1952</u>
Adult	\$9.20	\$7.50	\$6.50	Adult	\$6.50	\$5.75	\$5.25	\$5.00	\$4.75	\$4.50	\$4.25	\$3.75
Teenagers (9-16)	7.00	5.50	5.00	(10-16)	5.25	4.50	4.25	4.00	3.75	3.50	3.25	3.00
Children (1-8)	5.40	4.00	3.50	(6-9)	4.00	3.50	3.50	3.25	3.10	3.10	2.95	2.50
Under 1 year	no charge			(2-5)	3.50	2.50	2.75	2.50	2.40	2.40	2.25	2.25
				(1-2)	1.75	1.25	1.75	1.50	1.50	1.50	1.25	1.00
				Under 1	no charge							
Adult Resident Index (Base: 1956-52=100)	245	200	173		173	153	140	133	127	120	113	100
<u>Non-Resident Rates</u>												
Adult	10.25	8.50	7.75	Adult	7.75	6.75	6.25	6.00	5.50	5.25	4.75	4.25
Teenagers (9-16)	8.10	6.50	5.50	(10-16)	6.00	5.00	4.75	4.50	4.25	4.00	3.80	3.50
Children (1-8)	5.95	4.50	4.00	(6-9)	4.75	4.00	4.00	3.75	3.60	3.60	3.30	3.00
Under 1 year	no charge			(2-5)	3.75	2.75	3.25	3.00	2.80	2.80	2.50	2.50
				(1-2)	1.50	1.50	2.00	1.75	1.75	1.75	1.50	1.25
				Under 1	no charge							
Adult Non-Resident Index (Base: 1956-52=100)	241	200	182		182	159	147	141	129	124	112	100

The current differential between resident and non-resident has the non-resident paying 11% more if an adult and 16% more if a teenager. Over the past ten years non-residents have paid as much as 20% higher fees (1963). This 11% rate differential is also seen in the Cazadero rate structure. In the past twenty years the largest rate increase has been established with the 1973 rates. The increases coming in 1973 and 1970 set the largest dollar increases in the past two decades.

Cazadero has seen a comparable history of rate increases with resident rates rising 49% over the past nine years and non-resident rates 57% to the current highs of 1973. Rate increases for Cazadero have grown at about the same rate as at the other camps.

History of Camper Rates - Cazadero						
<u>12-day Session</u>	<u>1973</u>	<u>1972- 1970</u>	<u>1969- 1967</u>	<u>1966</u>	<u>1965</u>	<u>1964</u>
Residents	\$134.50	\$122.50	\$112.50	\$100.00	\$95.00	\$90.40
Non-Residents	149.50	137.50	127.50	110.00	105.00	95.20
Resident Index (Base: 1964=100)	149	136	124	111	105	100
Non-Resident Index (Base: 1964=100)	157	144	134	116	110	100

In setting rates, the practices and expectations of other cities are examined as benchmarks. In this way Berkeley tries to keep their rates in line with comparable camps operated by other cities. The table below gives the 1973 rates for six city camps with similar facilities to those of Berkeley's family camps.

Adult Rates per Day - Bay Area Operated Camps		
	<u>Residents</u>	<u>Non-Residents</u>
Sacramento	\$ 5.86	\$6.86
Oakland	8.40	9.40
Concord	7.50	8.50
Stockton	7.50	8.00
San Francisco	9.00	11.00
San Jose	8.50	10.00
Berkeley	9.20	10.25
UC "Lair of the Bear"	\$9.57	

San Francisco, and San Jose to a lesser extent, have set their rates for non-residents at levels that are higher than the policies of other cities. San Jose wants to raise its current resident rate of 78%. San Francisco has a resident rate of attendance of 76%, so it is apparent that pegging the non-resident rate at higher levels does perhaps discourage non-residents. Sleeping facilities and meals vary slightly between camps. Those with cabins charge extra per day and some family camps serve cafeteria style meals instead of family style service.

It is clear that rate setting is a key financial ingredient since it establishes the revenue base and budget expenditure levels. Therefore, it is recommended that camper rates be reviewed annually and that they be set on realistic schedules that appraise each year on its own merits and expectations rather than relying upon historical consistency. It is wise to survey other cities to note their policies so that Berkeley is competitive and does not price its camps out of the market. However, there is a variation between camps and it just may be that campers do not shop around for the best price. (The 1971 survey of Berkeley residents tends to bear this out because very few Berkeley camp users had ever stayed at another city's camp.) A camper probably is influenced by the camp, its facilities and location as the primary concerns when weighing the value given for money spent --- only extreme price differences would motivate a camper to choose an inferior camp or location.

Some of the considerations that should be used when appraising camper fees might include: 1) goals for resident composition, 2) benefits of family camping versus the alternative costs for other kinds of camping, 3) competitive city camps' pricing policies, 4) value received for price paid in a common sense evaluation for vacation costs, 5) point of price saturation (at what price do you endanger attendance?), 6) a high price predefines the socio-economic characteristics of those campers who can afford to go --- care must be taken so that low and middle class citizens are not being forced from attending because of too high rates, 7) rates for children introduce the competitive costs of the childrens' camp industry, and 8) camper rates need to be explained to both the public and the rate setters in practical terms: increased

food and salary costs, the recreation and staff services offered, the facilities and activities available, the need for a minimum of expensive equipment, the "all you can eat" concept, and others.

It is difficult for campers to weigh the price they spend at a Berkeley camp against alternative vacations. A family camping vacation typically requires buying basic camping equipment (often expensive), purchasing and preparing food (often priced for camper-tourists), paying for a campsite and frequently paying extra for recreational facilities by the activity. Added to these costs is the necessary expenditure of time and energy to set up and maintain a pleasant family campsite. Travel costs may even involve hotel/motel expenses getting to a campground. For people with no previous camping experience, the Berkeley family camps offer an opportunity to sample this form of recreation at a bargain price with the minimum effort.

Gross Receipts

Gross receipts for the three camps reached a 1972 high of \$267,807. An analysis of the gross receipt levels show that rate increases have a direct effect upon gross receipts. Rate increases are indicated for adult resident for one camper day.

History of Gross Receipts - Three Camps*

rate increase \$1.70			
1972	\$268	1961	\$158
1971	253	rate increase \$0.25	
1970	262	1960	159
rate increase \$1.00		1959	155
1969	204	rate increase \$0.25	
1968	200	1958	131
1967	205	1957	133
rate increase \$0.75		rate increase \$0.25	
1966	199	1956	114
1965	188	1955	110
rate increase \$0.50		1954	113
1964 **	177		
rate increase \$0.25			
1963	179		
1962	153		
rate increase \$0.25			

* All dollar figures are rounded to the nearest \$1,000 omitting 000.

** Cazadero changes to its present session format.

Hindsight shows that the rate increases in 1961, 1964 did not really cause a jump in the gross receipts --- perhaps they were too small. Even the increase of 75 cents in 1967 did not dramatically raise the level. The \$1.00 rise in 1970 did, however, show a new plateau. This might be an indication that small rate increases help but do not make an important impact or give a basis for a turn around in performance until a large increase is set.

The gross receipts for each camp show that Cazadero and Tuolumne account for about three-quarters of the total gross receipts.

Gross Receipts by Camp

	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	\$103	\$ 60	\$105
1971	103	55	95
1970	110	64	89
1969	83	45	76
1968	78	46	77
1967	78	44	83
1966	68	48	83
1965	64	44	80
1964	65	44	68
1963	71*	43	65
1962	49	38	66
1961	50	42	66
1960	54	39	66
1959	49	42	64
1958	38	36	57
1957	36	39	58
1956	32	25	57
1955	32	23	54
1954	29	28	56

Cazadero has shown steady growth helped by increasing its capacity and camper days. Echo Lake has been fairly static from 1957 through 1969 with 1970 marking a new plateau. Tuolumne has a sound growth record with occasional leveling off and fine performance in recent years.

* Youth camp replaces family camp.

Expressed as a percentage of the total gross receipts, the following table shows how Cazadero and Tuolumne are more important to the camp system. Note how consistent these figures are for the past ten years.

	% of Gross Receipts		
	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	38%	23	39
1971	41%	22	37
1970	42%	24	34
1969	41%	22	37
1968	39%	23	38
1967	38%	21	41
1966	34%	24	42
1965	34%	23	43
1964	37%	25	38

Operating Expenses

The pattern of growth for operating expenses has been at a faster rate than for gross receipts. This does not always mean an operating loss or deficit at the year's end, but it is an important warning signal for the costs to be decreased or the revenues increased from raising the camper fees. Ideally it would be nice to have gross receipts growing at a faster rate than operating expenses.

Here is how hindsight might be used to develop such an early warning system. In 1967 and 1968 camper day attendance declined, but a rate increase before the 1967 season balanced the decline for an operating surplus despite the drop in attendance. This was the largest operating surplus in the past 18 seasons giving a false sense of security. The rates were held the same in 1968 and 1969, years in which operating expenses jumped. The year end results in 1968 and 1969 showed one break-even year and a large deficit, indicating that camper fees might have been raised in 1968 and certainly should have been in 1969. The rates were raised in 1970 as a reaction rather than foresight. Perhaps the Berkeley Finance Department could analyze operating results to set up an early warning system that would give the camp management the chance to cut costs or raise rates. Then surpluses could be stored in a contingency fund for long term capital growth instead of short term

necessities.

History of Operating Expenses - Three Camps

	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Total</u>
1972	\$ 95	\$ 63	\$ 95	\$254
1971	100	64	80	244
1970	107	68	85	261
1969	88	54	78	219
1968	78	46	76	200
1967	66	44	68	178
1966	76	46	71	193
1965	69	44	70	183
1964	58	40	59	157
1963		37	60	<u>Family Camp Total</u> 97
1962		36	58	94
1961		35	54	89
1960		33	54	87
1959		35	49	84
1958		31	47	78
1957		29	49	78
1956		24	56	80
1955		22	45	67
1954		25	45	70

Most of the declines in operating expenses correspond to declines in camper day attendance with a few exceptions. 1972 was an especially good year with the line held on expenses and high attendance. One of the difficulties of running a camp is that staff is hired before attendance is known.

Operating expenses by camp for the family camps show that Echo Lake has a higher proportion of the expenses than camper day attendance. That is Echo Lake had 40% of the expenses in 1972 and 31% of the attendance. This comparison is reviewed on the next table.

The disparity in the relationship occurs in recent years.

	% Operating Expenses		% Camper Day Attendance	
	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Echo Lake</u>	<u>Tuolumne</u>
1972	40%	60	31%	69
1971	44%	56	35%	65
1970	44%	56	42%	58
1969	41%	59	33%	67
1968	38%	62	37%	63
1967	39%	61	36%	64
1966	39%	61	41%	59
1965	39%	61	37%	63
1964	40%	60	40%	60
1963	38%	62	40%	60
1962	38%	62	36%	64
1961	39%	61	40%	60
1960	38%	62	38%	62
1959	42%	58	40%	60
1958	40%	60	39%	61
1957	37%	63	40%	60
1956	32%	68	31%	69

Expense Category Analysis

In 1972 expenditures for all three camps came to a total of \$253,624. Major categories of expenditures are for temporary services (staff), food, miscellaneous supplies (propane, paint, lumber, building supplies) and items for resale --- each of these represented more than \$10,000. Temporary services is the giant item at about 40% of the expenses with food being next at 21%. Staff size does not depend upon attendance while food and several other expense items vary with attendance levels. The table following summarizes the proportion spent on various categories for the past three years.

% of Operating Expenses

	<u>1972</u>	<u>1971</u>	<u>1970</u>
A-1 Salaries	3.8%	3.7%	3.2%
A-3 Temporary Services	39.7	42.0	37.0
B-1,2 Travel Expense, Pool, Car	2.9	1.1	0.8
C-1,2,3,4 Repairs	2.4	2.5	2.2
D-1 Office Supplies	1.3	2.9	2.6
D-2 Utilities	2.6	2.5	2.5
D-3 Rent	1.5	1.4	2.0
D-4A Food	21.0	20.2	21.4
D-4B Miscellaneous	6.3	7.4	9.6
D-4C Gas and Oil	1.4	1.2	1.1
D-6 Bonds and Insurance	3.8	0.8	1.0
D-7 Dues and Publications	*	*	*
D-9 Taxes	3.5	3.6	2.8
D-10 Resale	5.1	5.2	5.6
D-13 Special Services	*	*	*
D-15 Refunds	3.0	3.4	2.3
E-1 Field Equipment	1.5	1.2	*
E-2 Furniture and Office Equipment	*	*	0.5
E-3 Buildings and Structures	--	*	4.9

Base = Total Expenditures (000
omitted)

\$254 \$244 \$261

* less than 0.5%

While smaller items in these categories have increased in size, the percentage of the total budget for each item is consistent. Food is usually about 20% and temporary services about 40% in recent years. In the past food used to be a higher percentage of the budget, around 30%. The cost of food depends on attendance, prices and distance from the source of supply. The table on the page following shows the major expense items in dollar figures with the percent of the budget in parentheses. The important point to note is that temporary services has grown at a faster rate than food costs. In general, food prices have grown rapidly in recent years, and the camp managers are to be congratulated that they held their food costs down or de-emphasized its importance in the budget as compared to ten years and twenty years ago.

History of Item Expenditures for Key Items

	<u>Temporary Services</u>	<u>Food</u>	<u>A-1 Salaries</u>	<u>Misc. D-4B</u>	<u>Bonds, Insur.</u>	<u>Taxes</u>	<u>Resale</u>	<u>Refund</u>
1972	\$101 (40%)	\$53 (21%)	\$10	\$16	\$10	\$9	\$13	\$7
1971	102 (42%)	49 (20%)	9	18	2	9	9	8
1970	96 (37%)	56 (21%)	8	25	3	7	7	6
1969	88 (40%)	47 (21%)	8	20	2	6	13	5
1968	77 (39%)	45 (23%)	8	12	5	9	12	5
1967	65 (37%)	44 (25%)	7	13	3	5	10	6
1966	67 (35%)	48 (25%)	7	13	3	5	12	5
1965	62 (34%)	47 (26%)	7	19	2	4	12	5
1964	56 (36%)	42 (27%)	6	12	1	4	9	5
1963	63 (39%)	46 (28%)	6	12	1	3	7	5
1962	58 (39%)	44 (30%)	6	9	1	3	7	5
1961	55 (39%)	40 (29%)	6	9	1	3	6	4
1960	56 (39%)	43 (30%)	5	9	1	3	6	4
1959	52 (40%)	38 (29%)	5	7	2	2	6	5
1958	45 (38%)	37 (31%)	5	7	2	2	6	4
1957	44 (38%)	37 (32%)	5	6	1	2	5	6
1956	49 (43%)	33 (29%)	4	10	1	2	5	4
1955	39 (40%)	30 (31%)	4	4	2	2	5	3
1954	40 (41%)	28 (29%)	4	6	2	2	5	4

Rate increase history over the past twenty years shows that rates have more than doubled for family campers. Unfortunately operating expenses over the same period have usually grown at equal or faster rates. The effect of the rate increase, then, is usually a constant struggle to meet or combat a rise in operating expenses. Oftentimes the rate increase just serves to recover expense increases from rising salaries and prices without allowing enough "breathing room" for the factors that affect attendance or force repairs (weather). The rise in operating expenses is a steady growth from year to year and it appears that a three year span, and even a two year span, of holding the same camper fees does not build surpluses that can handle contingencies of weather and structure replacement.

Operating Surplus and Deficits

Although the Annual Reports call a surplus a "profit" and a deficit a "loss," it seems that the former terms are more appropriate. The pattern of surpluses shows a high of \$15,590 in 1967 to a low of a deficit of \$36,411 in 1956.

History of Operating Surplus (Deficit) - All Three Camps

	<u>Cazadero</u>	<u>Echo Lake</u>	<u>Tuolumne</u>	<u>Total</u>
1972	\$ 7	(\$ 3)	\$10	\$14
1971	3	(10)	16	9
1970	2	(4)	3	2
1969	(5)	(9)	(1)	(15)
1968	(*)	*	(2)	(2)
1967	10	*	5	15
1966	(8)	1	(2)	(8)
1965	(12)	(3)	6	(9)
1964	6	1	9	15
1963	1	2	3	6
1962	(17)	2	6	(9)
1961	(4)	(*)	4	(1)
1960	(2)	3	4	5
1959	1	5	10	16
1958	(5)	5	9	8
1957	(4)	(1)	4	(1)
1956	(20)	(16)	(1)	(36)
1955	(10)	*	6	(3)
1954	(2)	2	7	7

* less than \$500.00

Important dates in this history are the creation of the music camp in 1963 at Cazadero with a science camp and in 1964 the conversion to a youth music camp. Prior to 1963 the camp was a family camp, operating at a deficit for eight of the previous nine years. 1956 saw heavy flood damage at the three camps and a major payment on the swimming pool at Echo Lake, an ironic drain on funds. Tuolumne deficits in 1966, 1968 and 1969 can be explained by the capital improvement for building Beckley Lodge (matched by contributions). Cazadero in the 1960's is building and repairing flood damage to

make the camp master plan suitable for its new use (mostly from contributed funds). 1965 and 1969 were winter damage years.

The above figures underscore the efficiency of the Tuolumne operation and the physical attributes of the camp, such as location and season. In the nineteen years presented in this analysis there are only four deficits and these are small ones. Echo Lake with a highly similar operation on the surface has rarely made surpluses and shows deficits for the past four years. The few surpluses at Echo Lake are often at the break-even point.

The current operating result picture shows that Cazadero, now on sound financial footing, and Tuolumne, the traditional mainstay, are really supporting the existence of Echo Lake Camp.

Capital Improvements

Capital improvements have had an erratic history with a virtual hiatus from 1968 to 1971. Cazadero is the exception to this pattern in that this camp has raised considerable volunteer labor, financial donations and foundation grants estimated by the Camp Manager at \$129,000 since 1962. (This sum is not reflected in the Operating Statements in the Annual Report where Cazadero shows only \$27,000 for capital improvements, major repairs, additions and betterments.)

Summary of Major Capital Improvements (Dollar Value in Parentheses)

	Cazadero	Echo Lake	Tuolumne	\$ Total
1972		sewer (\$35)	sewer (\$23)	\$58
1971		sewer	sewer	2
1970				
1969	building addition			*
1968			finish Beckley Lodge	3
1967	water system (2)	architect plans	Lodge roof, floor, entrance (11)	13
1966			Lodge kitchen, roof	14
1965	kitchen remodel (8)	remodel lodge, water system (4)	begin Beckley Lodge wall, foundation (4)	15
1964	oven, tables, benches (1)	tables, benches, kitchen, pipes (4)		5
1963	mgr. cabin, play- court, showers (4)	pipeline, tents (4)	truck (2)	10
1962	mgr. cabin, music shell, electric, tents, cots, sump, dam, water heater (12)	shed, equip. (1)	tents, chests, tables, equipment	14
1961	heater, canoes, showers, tents, diving board (3)	toilets, showers, cook's cabin, tents, kitchen floor (7)	truck, Rec.Hall, tents, range, heater chests (8)	19
1960	shore up dining hall, tents (2)	shore up lodge, tents, heaters, tables, chests, equipment (3)	Rec.Hall, truck, tents, chests, fire exting., mattresses (8)	13
1959	repair sea wall, canoes refrig., seating	tents, shed, range, pump (3)	Rec.Hall, tents, cots, tractor, pump, freezer (4)	8
1958	kitchen floor, rewire, truck, chlorinator (3)			3
1957	tents, drainage pit (1)	pool, fence, toilets heater bldg. (11)	kitchen, refrig., truck, wall (5)	17
1956	stove, tents, wire (3)	swimming pool (17)	tents, tables (1)	20

With the exception of the sewers at Echo Lake and Tuolumne (improvements required by the Forest Service), the level of recent spending is well below previous years and may signal that funds for restoring structures will be needed in the near future. Unfortunately the sewers are improvements that do not increase attendance, expand the season or add much to make the camps more attractive. Because the camps are on a self-supporting system, major capital improvements have normally come from operating surpluses and reserves. There is no sinking fund that routinely sets aside money for the replacement of assets. Building, such as at Tuolumne, has been spread out over several years without dire effects on the Operating Statement. The situation at Echo Lake, however, is such that the costs to annually repair structures in terms of time and money will eventually become more expensive than the buildings' values.

While a self-supporting system can be planned to generate funds for capital improvements, the ability of each camp to do so is quite a different matter. Cazadero must go to outside sources, not camper fees. Tuolumne is the only camp that has an attendance support large enough to store up building funds. Thus, the operation of three camps continually drains surplus funds without major capital improvements as a routine operation. Furthermore, the camps are really not entirely self-supporting because of grants, donations, loans, Workcreation funds, campership programs and the like.

Analysis of Existing Structures

In the fall every four years (last done in 1973) a report is made by the city's Real Property Agent in the Finance Department that appraises the buildings at each camp for the purpose of fire insurance protection. This report would seem to be a good occasion for building in the thinking of other city departments for an objective report on the future of the structures and their planning. Inspection Services might at the same time give annual reports. Figures are presented on the pages following for the 1969 report. They detail dates of alteration or original construction and the estimated sound value in 1969.

Cazadero Real Property in 1969

** Major Improvements 30 year table

* Minor Improvements 20 year table

Tents 6 years

	Effective Age	1965 Replacement Cost	1969 Sound Value	1969 Est.
** Dining Hall and Recreation 1934 Addition 1955	16	\$44,002	\$17,600	40%
** R/R, Showers and Laundry 1954	13	7,854	5,576	71%
** Camp Manager's Home 1962	6	16,163	13,900	86%
* Storage 1935-40	17	1,656	447	27%
** Office and Living Quarters 1927 Rebuilt in 1957	24	9,402	3,196	34%
* Living Quarters 1965	4	6,444	5,541	86%
* Food and Storage Shed 1931	15	1,468	513	35%
* Cook's Lavatory 1931	17	1,545	417	27%
* Laundry and Shower 1940	15	4,821	1,687	35%
* Chlorinator Shed 1959	7	1,514	1,120	74%
* Refrigeration Room 1927	20	3,555	746	21%
* Stage Area 1962	5	29,028	23,802	82%
* Boiler Shed, Hot Water Plant (75% value) 1931	15	1,985	694	35%
* Restrooms (2) 1937	9	3,122	2,029	65%
* Storage Recond. Each Year 1930	13	949	427	45%
* Men's Restrooms and Showers 1938, 1954	16	5,259	1,630	31%
Tent Platforms - various		22,571	11,285	50%
Bridge, Suspension 1940 (50 year life)	29	1,688	1,147	68%
			<u>\$91,757</u>	

Echo Lake Real Property in 1969

	<u>Effective Age</u>	<u>1965 Replacement Cost</u>	<u>1969 Sound Value</u>	<u>1969 Est.</u>
** Dining Hall and Kitchen 1934	22	\$30,879	\$12,351	40%
** Lodge 1927, 1960 repaired, 1965 remodeled	15	10,877	4,024	37%
** Office and Manager's Quarters 1953	13	11,319	8,036	71%
* Cook's Cabin 1955	14	1,872	1,123	60%
* Laundry and Shower Building 1950	12	5,053	2,526	50%
* Shower and Laundry 1951	11	4,256	2,340	55%
* Toilets 1957	9	5,468	3,554	65%
* Toilets 1951	19	3,924	863	22%
* Women's Toilets 1951	19	3,943	867	22%
** Heater and Filter Plant for Pool 1957	13	8,175	5,804	71%
* Boiler House 1946	20	4,377	919	21%
* Water Tank and Shelter 1951	12	2,441	1,220	50%
* Well House 1951	12	1,488	744	50%
* Hobby Shop 1940, 1960 repaired	16	2,163	670	31%
* Tool House 1935	18	883	211	24%
* Storage Shed 1938	17	805	217	27%
Tent Platforms - various	12	21,510	<u>10,539</u>	49%
			\$56,579	

Tuolumne Real Property in 1969

	Effective Age	1965 Replacement Cost	1969 Sound Value	1969 Est.
** Dining Hall and Kitchen 1933	23	\$50,835	\$18,808	37%
** Recreation 1960	10	32,992	26,063	79%
** Manager's Quarters 1922, 1950, 1954 remodeled	24	7,865	2,674	34%
* Office and Store 1954	9	2,491	1,868	75%
* Laundry and Showers 1930	14	4,858	1,943	40%
* Laundry and Showers 1950	12	4,235	2,117	50%
* Warehouse and Storage 1930	13	1,485	668	45%
* Warehouse 1930, 1957 remodeled	13	2,224	1,112	50%
* Tool and Workshop 1957	11	4,489	2,468	55%
* Water Tank and Shed 1945	13	1,945	875	45%
* Water Tank and Platform 1928	21	469	98	21%
* Pump House, Tower and Tank 1935	8	4,989	3,392	70%
* Flush Toilets (2) 1935	15	3,014	1,054	35%
* Stage, Dressing Room and Shelter 1953	19	3,808	837	22%
* Toilets and Showers (Staff Girl's) 1954	9	4,522	2,939	65%
* Toilets (Men and Women) 1953	10	4,910	2,946	60%
* Garbage Shed 1957	8	1,633	1,143	70%
* Toilets (Men and Women) 1957	8	5,429	3,800	70%
Tent Platforms - various		26,300	13,150	50%
			<u>\$88,055</u>	

Since 1969 Cazadero has added important improvements through foundation grants and donations. In 1970 three new buildings were added: Sorenson Dormitory appraised at \$27,534 for a 1971 fire insurance report, and two smaller combination dormitory/storage structures valued at \$16,418 and \$18,115 respectively. Additions were made to the dining hall in 1972 from donations totaling approximately \$9,500 as well as other repairs and improvements to existing structures.

VI. Description of Family Camps Operated by Nearby Cities

- Recent Brochures
- 1973 Mail Survey Results

It is recommended that communications between the administrators of family camps of other nearby cities and Berkeley become more frequent and more formalized. Currently communications do exist, especially when camper fees are set. This is usually done by phone calls or letter. The results of the mail survey reported in this section and follow-up phone calls indicate that there is more information to be shared to the mutual benefit of all cities with family camps.

Small meetings or seminars might be held to discuss problems and solutions facing camp administrators. The Camp Managers and other line personnel might also be involved. Most camps are now reporting attendance in comparable fashion by individuals and camper days; a collection of this attendance data would develop trends about the city-operated family camp. Is the attendance growing or declining?

Some of the facts that would be useful might include: how is the opening and closing handled, by city or by staff effort? what are the financial results of each operation? to what degree are the camps self-supporting? how does the city finance capital improvements? off-season maintenance? building and repairing? how much does foundation or grant funding help? what ages of campers are served? what are staff salaries and how often do they change? how have camps been able to cut costs? what are major unsolved problems?

Authoritative guests might present the assembled administrators some ideas for improving their operations. The Forest Service might present their short range and long range policies. A representative from the hotel industry could explain how to automate and make more efficient the reservation and record keeping system.

The following pages describe each camp that is operated by a nearby city for a reference summary. Each city operates only one camp making Berkeley unique with its three camps.

Stockton "Silver Lake Family Camp"

Location: near Silver Lake in Amador County, 100 miles from Stockton on Kit Carson Highway , less than one hour from Lake Tahoe, a High Sierra Camp, elevation 7,200 feet.

Use permit from El Dorado National Forest Service

Open from July 18 through August 26, in 48th season.

Facilities: floored tents and cabins (\$1.50 extra per day), central bath house, electric lights, single and double beds, cots and mattresses furnished, gas plate and refrigerator for baby food, home cooked meals (arrangements can be made to cook own meals).

Recreations: folk dancing, campfire programs, nature study, horseback riding, nature hikes, volleyball, reading, fishing, crafts, sports, barbecues, swimming, boating, ping pong, relax. Kiddie Camp program conducted in morning and afternoon on weekdays. Baby sitting service available at extra charge. Branch of Stockton Public Library at camp.

Delta College Summer School - credit classes from San Joaquin Delta College are offered in camp residence for one session.

Youth Band Camp, residence program, high school age.

Organizational Camp, month of September, for churches, school districts, colleges and universities.

Special Events: Kiwanis Junior and Senior Fish Derby, Trout Breakfast, Annual Water Carnival, Annual Flower Show, Campers Association - "Dog-patch Carnival", Silver Lake Alumni Weekend, Frog Jump, Annual Handicraft Show, non-denominational church services.

San Francisco "Camp Mather"

Location: 180 miles from San Francisco, on the rim of Tuolumne River gorge in High Sierra, west edge of Yosemite in Tuolumne County, elevation 4,520 feet.

Open June 16 through September 1 (78 days).

Facilities: cabins, electric lights, beds, mattresses, furnishings, each cabin group has bath house with hot water, laundry rooms, three meals a day cafeteria style, camp store, soda fountain, post office.

Recreations: swimming in Birch Lake and pool (both in camp), spacious lawn for sun bathing, lifeguards, experienced recreation personnel, group games, tournaments, dances, campfire programs, hiking on mountain trails (Sunrise Peak, Inspiration Point over Hetch Hetchy Valley, O'Shaughnessy Dam and Tuolumne River Gorge), tennis, badminton, ping pong, horseshoes, volleyball, softball, horseback riding, day trips (May Lake, Tenaya Lake, Tuolumne Meadows, Tioga Pass), small children activities (group games, story telling, parties, play area, swings, slides).

Sacramento "Camp Sacramento"

Location: 84 miles from Sacramento in El Dorado National Forest on Placerville Highway 50, 14 miles from Lake Tahoe, elevation 6,500 feet.

Open June 27 through August 29

Facilities: cabins with double and single beds, mattresses, furnishings, electricity (DC) in cabins, modern lavatory buildings (showers, laundry, hot water), camp store, daily mail service, pay telephone, three meals served cafeteria style, nursery kitchen for babies.

Recreations: adult and children's hikes, handicraft, games, volleyball, softball, ping pong, horseshoes, campfire, folk dancing, amateur show for children and adults, community singing, movies, nightly social dancing, swimming is limited on American River, sunbathing on sandy beach, children's playground (slide, swings, teeter, sandbox, tether ball), fishing, horseback riding at nearby stables for extra cost.

Oakland "Feather River Camp"

Location: Plumas National Forest, 5 miles northeast of Quincy in Plumas County, 225 miles from Oakland, off of Highway 70, elevation 3,400 feet.

Facilities: floored tent cabins, new rustic all-wood cabins (\$2.50 extra), cots and mattresses, shower rooms, hot water, laundry, irons, tubs, mail and telephone service, camp car to meet Greyhound, diet kitchen for infants, camp store, three meals served family style.

Recreations: swimming, riding, fishing, hiking, archery, volleyball, badminton, ping pong, shuffleboard, horseshoes, campfire programs, arts and crafts, campcrafts, folk/square/social dancing, relaxing, golf nearby (extra fee), trips to scenic areas (Lake Almanor, Buck's Lake, Oroville Dam, Johnsville, Rich Bar, gold country). For children: western-style play area, story hours, group games, simple crafts, Kiddie Kampfires. For teenagers: organized games, dances, hikes, horseback riding.

Special Events: dance weeks, Square Dance Week and Jamboree, Folk Dance Week, Moonlight Festival.

Off-Season camping is available to families, sportsmen, groups, organizations from the opening of fishing season (April 28) to Sept. 30.

Camp Sierra for girls and Kamp Kidd for boys is operated adjoining the family camp.

Concord "Camp Concord"

Location: on Taylor Creek which flows into Lake Tahoe between Baldwin Beach and Taylor Beach just north of South Lake Tahoe City after passing Echo Summit.

Open June 30 through September 3.

Facilities: 20 cabins (hold 8 to 10), central bath house, bunk beds and mattresses, meals cafeteria style, camp store.

Recreations: campfire programs, nature study, volleyball, ping pong, crafts, fishing, barbecues, nature hikes, swimming at Baldwin Beach nearby, archery.

Children's camp for nine one-week sessions in cabins by age.

San Jose Family Camp (formerly owned by Oakland)

Location: on middle fork of Tuolumne River in Stanislaus National Forest, 16 miles southeast of Groveland, on western slope of Sierra Nevada range, 30 miles from Yosemite, elevation 2,700 feet.

Open June 18 through August 31.

Facilities: tent-cabins, no electricity, meals in dining hall, camp store, restrooms with showers, hot water, laundry, irons.

Recreations: fishing, trips to scenic areas (Yosemite, Tuolumne Grove, gold rush country), horseback riding at Camp Mather, singing, games, storytelling, camp crafts, tiny tot programs, swimming in a dammed river pool, softball, basketball, ping pong, shuffleboard, volleyball, card tables, recreation room, folk and square dancing, campfire programs, stunt/talent nights, moonlight hikes, hayrides.

University of California Alumni Association "Lair of the Bear"
(2 camps, Blue and Gold)

Location: High Sierra, in Stanislaus National Forest near Pinecrest on Highway 108.

Open June 16 through September 8.

Facilities: tent cabins, semi-enclosed log cabins, cots, mattresses, electric lights, toilets, hot showers, laundry, family style meals, open air dining halls, coffee hour, continental breakfast and full breakfast, reservations for full week only, only available to California Alumni and families

Recreations: fishing on stocked stream running through camp, six tennis courts with free lessons from instructors, heated swimming pool, diving, lessons, nature hikes, horseback riding nearby, golf nearby, softball, volleyball, ping pong, paddle tennis, shuffleboard, badminton, horseshoes, boating nearby, arts and crafts, photography, pottery, panel discussions, library, card games, tournaments, evening shows nightly, campfire programs, folk and square dancing, baby sitters available at extra cost.

Special Programs: Teen Lodge with supervised nature and social programs, parties, guitar instruction, games. Special programs for teens, pre-teens, 8 and 9 years, toddlers. Kub Korral for toddlers, supervised child care, wading pool, art materials, tools and equipment.

Survey of Family Camps - Statistical Summary

	<u>1973 Camper Fees</u>	
	<u>Residents</u>	<u>Non-Residents</u>
Stockton		
Adults	\$7.50	\$8.00
Age 13-17	6.25	6.75
6-12	4.25	4.75
2-5	3.00	3.50
Under 2	no charge	no charge
San Francisco		
Adults	\$9.00	\$11.00
Age 10-17	5.00	6.00
2-9	3.00	3.50
Under 2	no charge	no charge
Oakland		
Adults (16 and older)	\$8.40	\$9.40
Age 10-15	6.60	7.80
6-9	5.20	6.60
3-5	4.00	4.60
1-2	2.20	2.60
Under 1	no charge	no charge
Concord		
Adults	\$7.50	\$8.50
Age 9-16	5.50	6.50
4-8	3.50	4.50
Under 4	no charge	no charge
San Jose		
Adults	\$8.50	\$10.00
Age 11-16	7.00	8.00
6-10	5.50	6.50
1-5	4.50	5.50
Berkeley		
Adults	\$9.20	\$10.25
Age 9-16	7.00	8.10
1-8	5.40	5.95
UC "Lair of the Bear"		
Adults	\$9.14*	
Age 3-12	5.43	
Under 3	1.43	

*Alumni only, per weekly rate reduced to day rate.

Survey Results

Question: Is your camp completely supported by camper fees? If not, about what percent is?

Stockton	yes	for operations and maintenance costs
San Francisco	yes	
Sacramento	no	95%
Oakland	yes	
Concord	no	66%
San Jose	no	68% city taxes take care of all overhead, camper fees pay for food/lodging

Question: From what sources (grants, gifts, local taxes, etc.) does your camp operation receive funding for each of the following areas?

	<u>Opening/ Closing</u>	<u>Capital Improvements</u>	<u>Office Costs</u>	<u>Advertising/ Brochures</u>
Stockton	budget	budget	budget	budget
San Francisco	taxes	taxes	camper fees	camper fees
Sacramento	taxes	taxes	taxes	camper fees
Oakland	all local taxes, City Dept. budget to be			self-supporting
Concord	all from city budget			
San Jose	city taxes take care of overhead, camper fees food and lodging			

1972 Attendance - Individual Campers

	<u>Summer</u>	<u>Days Open</u>	<u>% Residents</u>
Stockton	1,589 campers	93 days	68%
San Francisco	3,399	78	76%
Sacramento	1,800	63	85%
Oakland	1,249	65	52%
Concord	1,376	85	65%
San Jose	2,404	75	78%
UC "Lair of Bear"	6,500	84	
Berkeley:			
Echo Lake	1,158	60	57%
Tuolumne	2,041	64	35%
Cazadero	626	48	48%

1972 Total Camp Operating Budget

Stockton	\$ 29,705
San Francisco	140,400
Sacramento	60,000
Oakland	83,504 (\$48,000 O&M, \$35,000 personnel, \$504 capital improvements)
Concord	58,493
San Jose	68,000
UC "Lair of Bear"	241,000
Berkeley (3 camps)	253,623
Cazadero	95,343
Echo Lake	63,179
Tuolumne	95,102

Question: Are salaries increased for cost of living along with other city employees?

Stockton	no
San Francisco	yes (established annually by Annual Salary Standardization Ordinance)
Sacramento	no
Oakland	yes
Concord	no
San Jose	yes

Question: Are the total salary costs for camp office clerical and supervising staff paid by camper fees?

Stockton	yes
San Francisco	yes
Sacramento	yes
Oakland	yes
Concord	no, 38%, Leisure Services absorbs dif ference (loss) between gross and expenditures
San Jose	yes

Custodian Services

	<u>Year Around Caretaker</u>	<u>Living Quarters</u>	<u>Pay per Month</u>	<u>Year Around Scheduled Maintenance</u> -remarks
Stockton	no			
San Francisco	yes	yes	\$1,129	yes, maintenance of grounds, prevents snow damage to bldgs., general maintenance as needed, prevent use by unauthorized
Sacramento	yes	no	\$50	no
Oakland	yes	yes	\$796	yes, construction repairs, plumbing, electrical, automotive, painting, machinery plus serves off season campers
San Jose	yes (9 mos.)	yes	board only	yes
Concord	part- time	yes	\$450- \$540	no, general light maintenance
UC "Lair of Bear"	yes	no	\$60	no, merely checks camps

Refund Policies

- Stockton A dollar per person deposit will hold reservation --- balance to be paid five working days prior to departure for camp. In the event a guest is forced to leave camp early, a \$2.00 service charge plus the day rate will be charged. The balance, if any, will be refunded.
- San Francisco Registration fee of \$2.00 per adults, 50¢ per child, payable when making reservations and not refundable. Full refund will be made on paid reservation if notice of cancellation is received more than 10 days prior to starting date of reservation. A penalty of one full day of the reservation will be charged if 10 days or less notice is received.
- Sacramento A deposit of \$3.00 per person shall be charged when a reservation is made. Payment in full for all reservations must be made at least 10 days prior to leaving for camp. Reservations not paid in full by this time are subject to automatic cancellation. In the event a guest is forced to leave camp due to illness or accident, a day rate for those days at camp will be charged. Balance, if any, will be refunded.
- Oakland A 30% deposit is required; balance payable 21 days prior to arrival at camp. Refunds will be made in full, except for \$2 service charge, when 21 days notice is given of cancellation of reservation. Shorter notice is subject to the service charge, plus one day's fee for each person named in the receipt.
- Concord A 10% deposit is required, balance payable 15 days prior to arrival at camp. Refunds are issued for any legitimate excuse.
- San Jose A 25% deposit, balance due 21 days before going to camp. A \$10 service charge will apply on all cancellations; however, if less than 10 days notice is received, a \$15 service charge will apply.
- Berkeley A 25% deposit with reservation, balance payable 21 days before going to camp. A \$2.00 fee is applicable for each reservation change where no refund is involved. Cancellation or reduced length of stay: a \$5.00 service charge will apply on all refunds. If less than 21 days notice of cancellation, there will be a forfeiture of $\frac{1}{2}$ day for each person named on the receipt in addition to the \$5.00 service charge.

1972 Staff Size

	<u>Permanent</u>	<u>Temporary</u>
Stockton	1	25
San Francisco	2	44
Sacramento	22	0
Oakland	1	33
Concord	0	24
San Jose	1	22 + 11 volunteers
UC "Lair of Bear"	1	72

Sources

Summer Camp Feasibility Study

Septemeber 4, 1969

From: Henry A. Garber, Asst. Director of Finance

To: Dale Christenson, Director Recreation and Parks

Cazadero Music Camp

Operations and Maintenance Manual

by Robert Lutt, Camp Manager

Recreation and Parks Department 1966

City of Berkeley

Salary Resolution

Resolution No. 45,317-N.S.

In effect: July 1, 1972

Revised to : January 1, 1973

Cazadero Music Camp Scholarships

From: Robert Lutt, Camp Manager

To: Lowell Johnson, Recreation Superintendant

April 7, 1972

Proposal for an Outdoor Music Education Program for All Berkeley

Sixth Graders in Music at Cazadero Music Camp

From: Robert Lutt, Camp Manager

To: Ian Lockhead, Senior Supervisor

Lowell Johnson, Recreation Superintendant

Walter Toney, Director of Recreation and Parks

No date on memorandum, circa 1972-73

Berkeley Camps (Supplemental Information on Summer Camp Feasibility Study

December 4, 1969

From: Dale Christenson, Director of Recreation and Parks

To: City Manager

Berkeley Camps and Camping Program - general review

April 14, 1972

From: Walter Toney, Director of Recreation and Parks

To: City Manager

Summary of Berkeley Summer Camps' Programs and Operations

From: William Hanley, City Manager

To: Mayor and City Council

January 16, 1970

Resume of Recent Building at Cazadero Camp

April 14, 1972

From: James R. Cox, Real Property Agent, Finance Department

To: Robert Lutt, Camp Manager

Possible Cooperative Effort at Cazadero Music Camp between City of
Berkeley and San Francisco State College
no date, circa 1973

Camp Manager's Reports for Cazadero, Echo Lake and Tuolumne Camps
for past ten years

Annual Reports for Berkeley Camps with operating results and attendance
for 1972 through 1956

The Berkeley Camps - 1971 Opinion Survey of Berkeley Residents
February 1971
Usage Awareness and Attitude Study

Mail questionnaire to seven local city camps
February 1973

Telephone discussions with former and new campers,
May 1973

Discussions and Interviews with Department of Recreation and Parks
personnel involved with camps' administration: Camp Managers, Vaca-
tion Camps Office, other city camp supervisors

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